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**COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF YOUTH SERVICES**

**ANNUAL REPORT
1977**

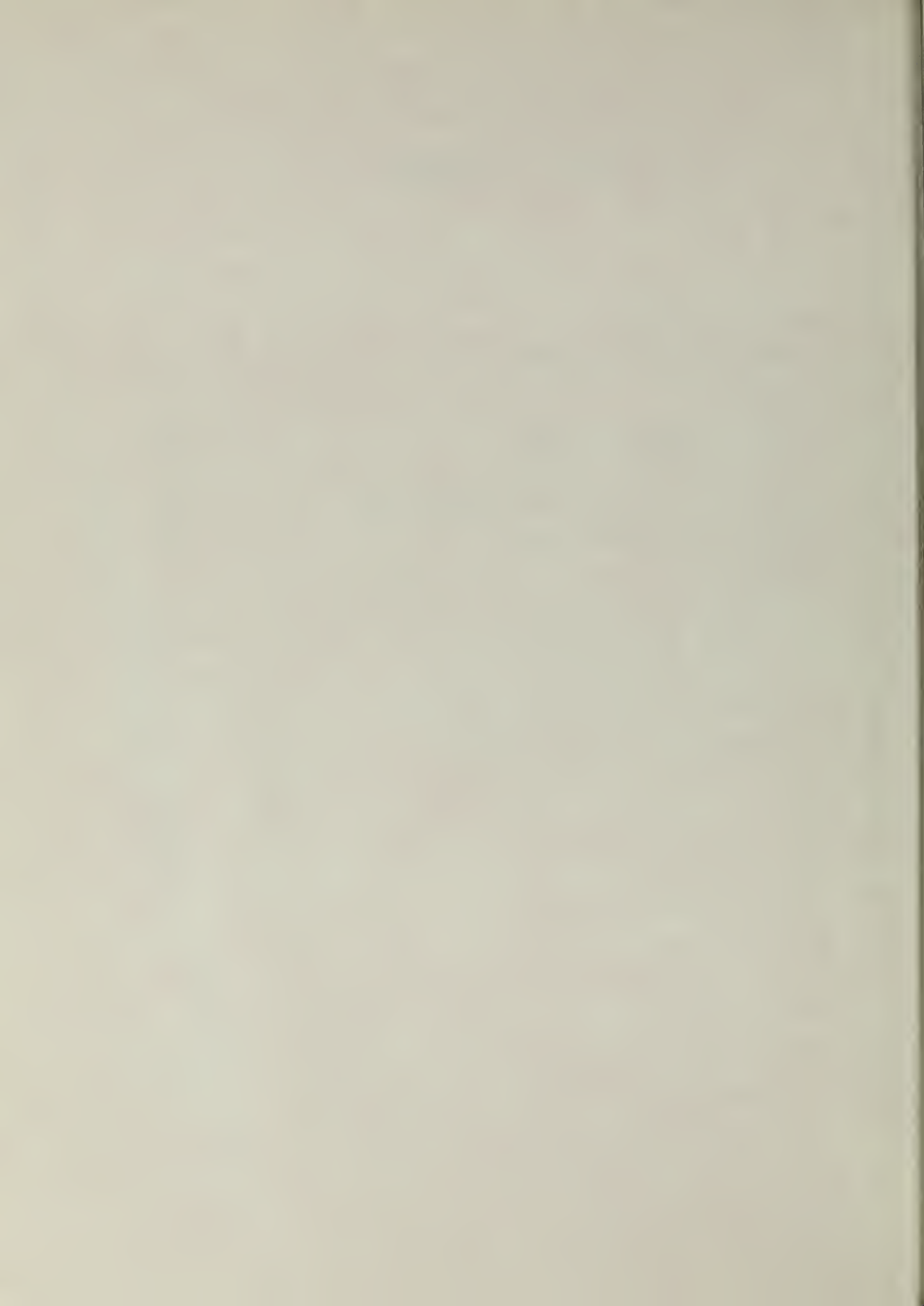
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**John A. Calhoun,
Commissioner**



TABLE of CONTENTS

	Page
A Prefatory Note	
Commissioner's Foreword	1
History	7
Present Administration: Problems and Progress	12
Detailed Description of Program Types	40
Organizational Structure	44
Appendix:	
Table of Organization	90
The Juvenile Justice Process	94
List of Programs and Locations	96
Statistical Data on Clients	105



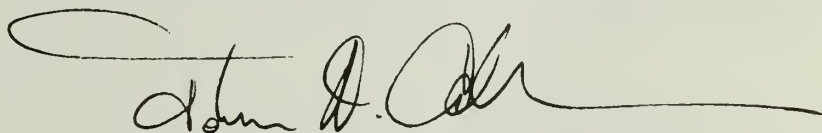
A Prefatory Note

What follows should give you a good look at DYS. It is intended to be an Annual Report covering 1977. Much of it, however, covers the first two years of this administration, which began in January, 1976. This document should give you an overview of some of our accomplishments, history and our plans for 1978. We will describe the type of programs we use, the functions of each unit at Central, and we will conclude with a detailed picture of each of our seven regions, where the majority of the departmental activity occurs.

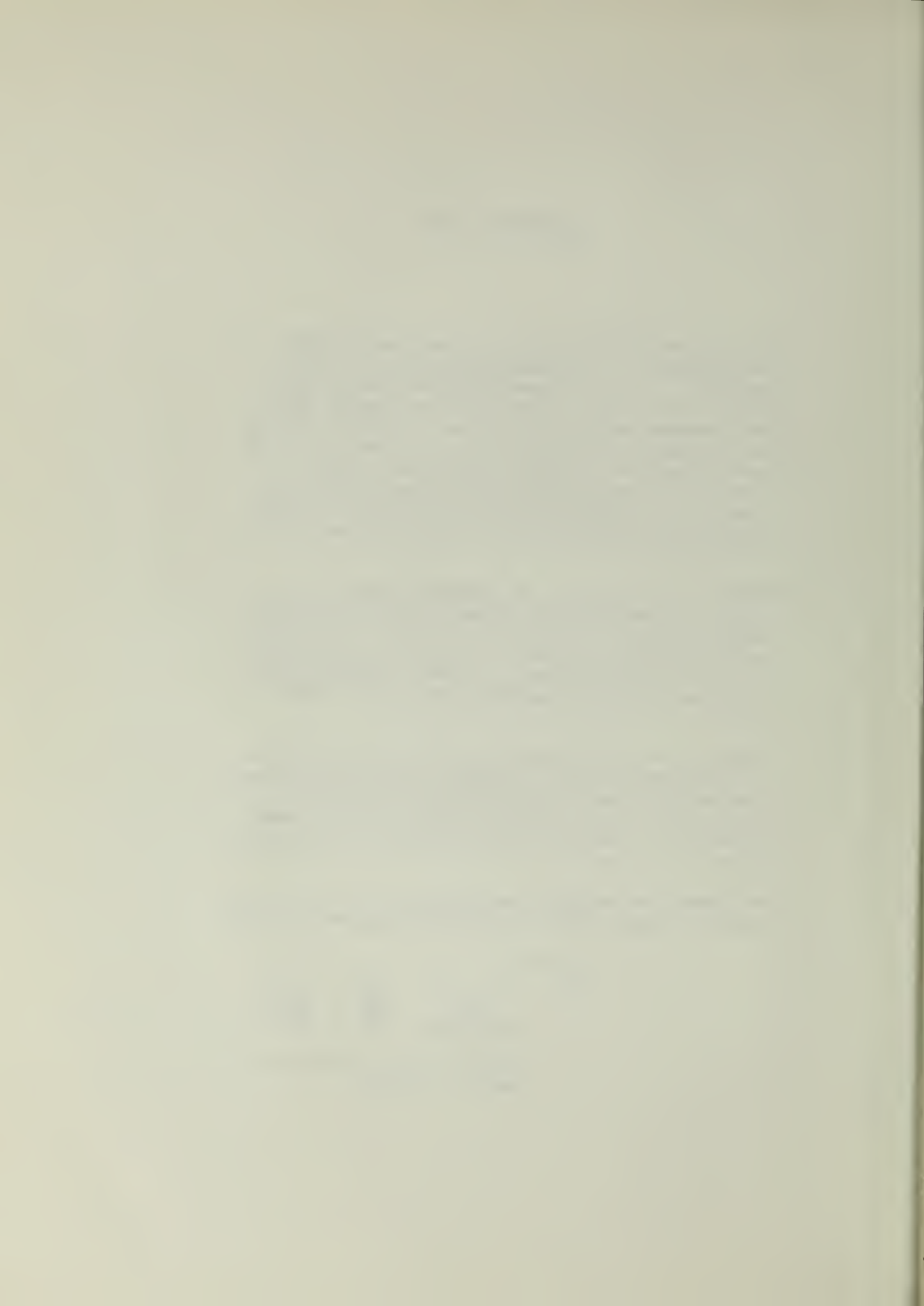
We wish to communicate our philosophy and goals, as well as a minute picture of how we operate, and the larger context within which we operate. Above all, we wish to give you candor. This is not a brochure. It is our sincere desire to attempt to communicate dream and reality, a reality which includes some warts.

I want to thank all the people whose work went into the compilation of this document, especially Assistant Commissioners, unit heads and Regional Directors. A special thanks goes to Barbara Kent, Chief of Public Information, who was the major goad, and to Susan Wayne, Deputy Commissioner.

We invite your comments and criticisms, for it is only through dialogue that we can hope to improve and grow.

A handwritten signature in black ink, appearing to read "John A. Calhoun", with a long horizontal flourish extending to the right.

John A. Calhoun, Commissioner
January 3, 1978



I. Commissioner's Foreword

A view of the Department is, perhaps, best afforded by a view of the youth we serve. The cases that follow offer a sense of the youth who come to the department.

Case A.

Katy's mother, married three times, paid scant attention to Katy when Katy was young. Her natural father deserted her. With no home life, Katy's life began to consist of barbiturates and amphetamines and sexual promiscuity at an early age. Katy would do anything to be accepted. She became involved in some minor prostitution.

Katy was in and out of the New Bedford Court on drug charges. Finally, she was committed to DYS and sent to Marathon House, as a lonely, frightened 16-1/2 yr. old. For the next two years, Marathon House invested extensive staff effort into Katy. The staff was often rebuffed. Katy fled the program on at least two occasions. After each flight, she returned, even more lonely and depressed. She came to the realization that she needed the support and guidance of Marathon.

Katy slowly pulled herself together and was able to finish high school. She was accepted by Worcester State College and was given financial assistance by the Massachusetts Rehabilitation Commission. She stayed at Marathon while completing her first successful year at college. She is now prepared to transfer to Rhode Island College, where there is a more comprehensive program in psychology.

Case B.

Tim's family was marked by violence. His father beat him and his brothers regularly. His mother remarried but the beatings continued. Tim never did well in school, and following the path blazed by his brothers, quickly became part of a delinquent sub-culture.

By the time he was committed to DYS, he claimed to have stolen over 100 cars, and was involved in two armed robberies. He was sent to the Worcester Secure Care Unit.

At Worcester, Tim was a hostile, almost unreachable child, who resisted any efforts to "mess with" his head. Halfway through the program, he seemed to change. He became a success in sports. He began to learn how to read and write. He soon became a leader.

Encouraged, the staff began to take risks with Tim. He was taken out to eat at McDonald's, and to the movies. He never attempted to escape. As a result of dramatically improved behavior, Tim was allowed home for a weekend. He faced a mother who almost immediately turned away to "go visit some relatives." His father began to yell at him for his past behavior. Sunday evening, Tim did not return to Worcester, and spent the evening drinking with friends. Monday, he and his friends attempted an extraordinarily inept bank robbery with sawed-off shotguns.

Tim was recently sentenced by a Superior Court judge to serve 15 years in the state's adult prison. Tim is now with his two older brothers, both inmates in the adult system.

Case C.

David was frequently ill as a child. He suffered from hypertension. He could never concentrate, in school. His father was an alcoholic, whom his mother divorced when David was 9. His stepfather paid no attention to his stepchildren. The family lived in a housing project. David's mother was a caring person, who simply could not cope. A heavy drinker by the time he was 16, David had compiled an extensive record of arrests for Use Without Authority and Breaking and Entering.

DYS placed David in foster homes and in halfway houses. He spent most of his time on the run. During his last run, he accrued new charges, ranging from Assault and Battery, to Car Theft, the last of which resulted in a high speed chase leaving David with temporary paralysis in his left leg from a bullet wound.

After spending two months in Secure Detention, David was accepted into Alpha Omega, a group home in Littleton. He did not run. He began to confront the personal and family issues from which he had been running.

Upon graduation from Alpha Omega, David was placed in an apartment in Haverhill. He obtained a CETA position and was placed in a Social Service agency.

When CETA ran out, he was hired as a counselor/trainee and worked for 2-1/2 years, advising youths to avoid the same route he once took. He has been married for a year and is attending the University of Massachusetts.

Case D.

When Marcia was 7, she learned that the person whom she thought was her real father was, in fact, her stepfather. At the same time, she learned that her mother had murdered her natural father. Her small, secure world blew apart. She became too agitated to remain in school. Her mother, once an object of love and support, became an ambiguous figure, alternately a person to be loved and hated. The one consistent figure in Marcia's life was her grandmother, with whom she spent most of her time.

When Marcia was 12, her grandmother died. Marcia moved in with her mother, who had again remarried. Marcia's second stepfather began to molest her sexually. Marcia's mother, fearful of losing her third husband, was unable to protect Marcia. Marcia spent most of her time in the streets. Petty larceny, truancy, and chronic running landed her in the local court. A CHINS petition was issued, and Marcia came under the custody of Welfare.

Foster homes could not hold Marcia. After each flight, she committed a crime. She was arrested in Portland, Maine, and in New York City on Prostitution charges. She was committed to DYS at the age of 14. Again foster care placements proved ineffective. Suicide was attempted twice. With her present in shambles, and her past unapproachably ugly, Marcia began to develop dangerous signs of psychosis.

Finally, Marcia was placed in Project Centerpoint, a program developed jointly in 1976 by Mental Health and DYS and administered by Mental Health. This 12-bed secure unit is designed for that tiny percentage of the state's children who are delinquent, violent, and mentally disturbed. Marcia has escaped twice, but has returned each time. She is now writing poetry and is tutoring one of the new residents in the unit. She is beginning to act positively for the first time in almost a decade. Although still in a secure setting, she seems to be slowly assembling her life. Her future remains uncertain.

Case E.

Warren was abandoned at the age of 2. He had been placed in four Welfare foster homes by the time he was 6. Street crime began at 9. He was committed by DYS at the age of 13 for Assault and Battery (a vicious mugging of two elderly people).

Warren was placed at Hillside House, a group home in Roxbury. The staff worked long hours, attempting to develop a life for Warren. In spite of much initial resistance, Warren began to learn. He proved to be quick and bright, but the street life, the only life he knew, kept pulling him back. Staff, refusing to give up, found him hiding in abandoned homes or in houses of friends. His life's goal was to be a pimp.

Hillside House discovered a relative of Warren's, an aunt, who was persuaded to accept Warren on a foster care basis. In addition, Hillside placed Warren at Shaw Prep. The combination worked. The aunt proved to be caring, tough and competent, and Warren began to emerge as a brilliant student. His street life dropped away. He became valedictorian of his class.

These are all real cases. In a certain sense, they are unrepresentative in that our successes usually do not go to college, and only a few are long-term Mental Health cases. Our failures usually do not wind up in the adult system, although some do.

If not completely representative in terms of outcome, the cases are typical in terms of background. Few of the youth in our care come from stable family situations. Almost all have exhibited severe school problems, although most are of normal intelligence. The majority of our children have been involved in the Welfare system, either indirectly as children of AFDC parents or directly as CHINS (status offender) cases; most have been on probation. All have some degree of health problems. DYS services alone are usually insufficient for these children. Services often must be augmented by other agencies, such as CETA, the Massachusetts Rehabilitation Commission, the Department of Mental Health and others.

Few of our youth feel they are successes; almost all harbor a great sense of failure. They are angry; they run; they have few skills; they are scared. Most have a great deal of energy, and some, against tremendous odds, show remarkable initiative.

It is because of the lives of these children and their impact upon the public that DYS exists. Large bureaucracies grow up and often forget why they began. Institutional preservation and growth become the dominant realities.

In essence, we must see ourselves as a group of people gathered around a problem, working toward solutions. The rehabilitation of youth and public protection represent the heart of our public charge. There are no other reasons for us to exist. That is why we have begun this Annual Report with stories of the lives of real children. Everything we do, from the creation of new Forestry programs, through the recruitment of foster parents, to the redesign of our data system must reflect this central reality. If it does not, then we are not deserving of the public trust, and there is no reason for us to continue to exist.

It is well known that the present DYS system was born in tumult. In spite of the great controversy and a recent history of vexing administrative issues, the DYS of 1977 is the legatee of three important traditions:

1. Purchase of Service System

Over one-half of the DYS budget is free from the constraints of Civil Service and of institutions. DYS has flexible money to buy services or to create programs. The Purchase of Care account, which permits a diversity of placement options, is the lifeblood of a sensible, responsive Youth Services system. It means, quite simply, that each Regional Director can design programs appropriate to the youth and citizenry of his area. It means that if the programs are ineffective, they can be cut off without a cataclysmic revolution. It means creativity, responsiveness, flexibility, and growth.

2. The Release of Energy

The existence of the Purchase of Care account creates a climate of innovation and experimentation. Interested groups wanting to attempt experimental programs for troubled youths are constantly challenging the bureaucracy with new ideas. The sense of fervor, the sense of change permeates this system, keeping it from becoming stultified.

3. The Debate About Security

The issue of security is the most hotly debated issue in youth corrections in this state, and, we suspect, nationally. The paucity of secure care beds has threatened the very existence of the community-based movement.

Upon my becoming Commissioner, everyone, whether liberal or conservative, Republican or Democrat, police officer or social worker advised me that the state ought to create more secure beds. Remarkably, however, most agreed that the majority of delinquents should be treated in the community. This is an extraordinary fact. At any one time, Massachusetts treats roughly 86.6% of the youth committed to it in community programs. The closest state to us is South Dakota, with 59%. The national average is 17%. There are six states which treat 0% of their youth in the community. * The point is simply that the debate about security in Massachusetts is on a different plateau. It is agreed that more secure beds are needed, yet all have accepted the fact of deinstitutionalization.

The parameters of the debate about security range between 49 secure beds and 400 beds, not between the 49 beds we have now and 1000 beds. People continue to visit DYS from all over the world. The Massachusetts Experiment is being carefully watched by people from other states and other countries. It has been said that this state serves both as a beacon and as a threat. If we are successful, many states may be encouraged in their attempts to deinstitutionalize. If we fail, the institutional bias of some other states will be confirmed.

The dust of the deinstitutionalization revolution has not settled. Much remains to be done. But extraordinary gains have been made. We are convinced that we can deliver to the youth and the public of this state a balanced system, a system which attends to the rehabilitative needs of each child and a system which regards as legitimate the need for public protection.

* Vintner, Robert, D., Juvenile Corrections in the States: Residential Programs and Deinstitutionalization, National Assessment of Juvenile Corrections, University of Michigan, 1975. (This report used 1974 DYS statistics. Changes have been made since then. The number of youth in non-secure settings is, today, about 91%.)

II. History

The Massachusetts history of leadership in the field of juvenile justice began in 1847 when it opened Lyman School, the first institution in the nation designed specifically for juvenile offenders. The Lyman School was opened for two reasons. First, it was a step forward from the prevailing practice of housing the juvenile with the adult criminal. Second, its rural location was seen as a way of removing juveniles from what were commonly viewed as the crime-breeding ills of the city. At the school, boys learned a variety of farming skills which could serve them well in the predominantly agricultural job market of the day.

For many the Lyman School and the other juvenile institutions that followed represented innovation. But such institutions were not without their critics. As early as the 1860's the practice of isolating youthful offenders came into question. A Massachusetts legislative committee studying the matter recommended that large institutions be closed. Committee members believed that the rigid character of these institutions did more to antagonize and embitter young people than it did to rehabilitate them. In addition, the vocational training being conducted at the rural schools became less and less relevant in an increasingly urban society.

Nevertheless, such criticisms were more the exception than the rule and the Division of Juvenile Training, which was created under the umbrella of the Welfare Department, continued to treat delinquents between seven and seventeen years in three large institutions. Lyman became the center for younger (under 16) boys; Lancaster, opened in 1854, became the center for girls; and Shirley, opened in 1908, became the center for older (over 16) boys. In 1906, the Boston Juvenile Court was created, further acknowledging a distinction between juvenile and adult offenders. But it was not until 1948 that the Legislature made significant changes in statutory responsibilities. Prior to 1948, the decision to sentence a youth to one of the institutions was a judicial one. A gubernatorially appointed volunteer Parole Board, the Trustees of Massachusetts' Training Schools, made parole determinations.

This Board underwent some changes in the 1930's when the parole system was expanded and a paid position of parole coordinator was established. When major changes were made in 1948, it was in response to the continuing inadequacies of the volunteer dominated parole system. A special legislative commission, assigned to study delinquency prevention and rehabilitation, filed two

reports in 1947 and 1948 which were critical of the existing system and called for major reform. The commission's work was given dramatic public focus when a five-year-old girl in Medford was murdered by a young boy who had just been paroled from Shirley.

Hearings were held in the spring of 1948 at which John Ellingston of the American Law Institute played an influential role. The Institute was waging a national campaign for the "Youth Authority Concept." This concept was based on the belief that placement decisions for delinquents are best made by a professionally-trained staff rather than by judges, who often have little time for making careful placement decisions. The concept had been adopted by five or six other states, and Ellingston, with the support of Governor Bradford, was able to persuade the Massachusetts Legislature to adopt this Youth Authority concept. In December of 1948, the Youth Authority Act was passed and signed into law.

The Act mandated a full-time Youth Service Board, composed of two men and one woman. In 1949, the Board opened two centers designed to do complete diagnostic studies prior to placement of youth. All committed youth were placed in these reception centers for thirty days of diagnostic testing. The results were used by the Youth Service Board to determine placement and length of stay. In 1952, the Youth Authority Act was amended. A Division of Youth Services was established in the Department of Education, with a Director, who was to assume the chairmanship of the Youth Service Board in addition to assuming complete administrative authority for the new Division. John Coughlan was appointed to this job and quickly became the central authority in the system.

Under Coughlan's leadership, the Division of Youth Services broadened its institutional base. Coughlan, who came from an educational background, was a proponent of diagnostic and other psychological services. He opened and upgraded three diagnostic centers for boys in Worcester, Roslindale, and Westfield. A new diagnostic center on Huntington Avenue in Boston was opened for girls. In 1960, he opened an innovative forestry camp program near Brewster, with the idea that the kinds of challenges offered by such a rugged setting would prove therapeutic. Other youth were sent home or to specialized private placements, such as boarding schools, when diagnostic tests warranted. However, 80% of the youth still were institutionalized.

Lyman, the largest institution, often held over 200 youth. To ease overcrowding, another institution for boys seven to twelve years old was opened in Oakdale. In addition, a new maximum security unit was opened at Bridgewater State Hospital for the most difficult (usually Mental Health) cases. The conditions in this unit were called horrendous and the public cited this facility in criticism leading to the departure of John Coughlan from the Commissioner's position.

Several factors led to the legislative reforms of 1969 and the ensuing changes made by Coughlan's successor, Jerome Miller. In the 1960's, Coughlan became the object of increasingly intense criticism. Reports alleging scandalous behavior and mismanagement were common. Following a number of critical state investigations, the Children's Bureau of the Department of Health, Education and Welfare released a devastating report alleging abusive practices in the Division of Youth Services in 1966. This was followed by two more critical reports in 1967, one by the Massachusetts Committee on Children and Youth and one by a special committee of the State Senate. On becoming Governor in early 1969, Francis Sargent allied himself with the growing demand for a more humane approach to children in trouble. After being further weakened by a serious dispute concerning the Bridgewater Unit, Coughlan resigned in May of 1969.

The Governor, key legislators and the media continue to wage a campaign for fundamental reform in the system. Legislation was passed and signed into law in August of 1969 which created a Department of Youth Services. The new Department had full authority over the institutions.

In October of 1969, Jerome Miller was appointed Commissioner of DYS. The institutions were at a low ebb in terms of popularity. There was an increasing awareness of their debilitating effect on youth. The occasional brutality, the custodial orientation brought on by high youth to staff ratios, the over-reactive forms of punishment used, and total removal from the community resulted in high recidivism rates.

Miller's approach to developing a more humane and effective system was three-fold. First, he confronted the institutions. He sought to humanize them by introducing new models of therapy, less confining rules, and other such changes. When strong staff resistance blocked his efforts to reform the institutions, he was convinced that he had to close them. By 1972, the pillars of the old system - Lyman, Shirley and Oakdale - were all closed.

The closing of the institutions required the development of alternatives, the second component of Miller's approach. The process was expedited because he was allowed to purchase services from private agencies, stimulated at first through the availability of LEAA money, and later with state monies which, because of the newness of the program, were unhampered by non-existent state regulations. Utilizing the creativity and energy of the private sector, Miller laid the groundwork for a community-based system.

The third component of Miller's approach was the design of a regionalized service delivery system. The state was divided into seven regions. However, it was Miller's successor who implemented this reform.

Miller's actions created tremendous controversy. The changes he initiated resulted in one of the most extensive reorganizations of any bureaucracy in the state's history. Staff were laid off and the public protection issues raged. When Miller left for a post in Illinois in January of 1973, the controversy continued to rage.

These problems were inherited by the next Commissioner, Joseph Leavey, who had been Deputy Commissioner under Miller. Leavey's main emphasis became the consolidation of the reforms initiated by Miller. Leavey focused on the resolution of fiscal and administrative problems as well as initiating program development in the private sector. Probably his greatest administrative accomplishment was the successful implementation of a regional structure. Seven regional offices were established: Springfield (Region I), Worcester (Region II), Concord (Region III), Salem (Region IV), Quincy (Region V), Boston (Region VI), and Lakeville (Region VII). Such a structure was an absolute necessity if the purchase of service mechanism was to become viable.

Leavey began to whittle away at the personnel problems created by the closing of the institutions and the movement away from state-run programs. Institutional staff were reassigned, many of them to the new regional offices. A selective no hire, no fire policy was adopted to decrease total staff since so much of the service delivery was being done in the private sector. In two years, the Department was reduced by 200 positions.

In his move to address the lack of fiscal accountability in the system, he created an auditing unit, an information systems unit, and a grant management unit. Each region was given bookkeeping and accounting support. The other component in this up-hill fight to establish fiscal accountability was to have the legislature appropriate sufficient funds in a purchase of service account. However, with continual legislative attacks and an increasing demand for more security, the system remained fragile.

III. Present Administration: Problems and Progress

A. Overview

When Commissioner Calhoun began his administration in January, 1976, it was apparent that the community-based movement was not a politically accepted reality. There were 15 Bills pending in the legislature, either to abolish DYS or to merge it out of existence. There were 3 Bills which aimed to restore full sentencing authority to the judges by eliminating the Youth Authority concept, thereby returning DYS to its pre-1948 existence. DYS would no longer be allowed to place children in programs of its choice. Judges would determine both youth placement and duration of stay.

There were larger issues. The mood of Massachusetts was not dissimilar from that of the rest of the country. Discussions of law and order were not taboo. Nationally respected penologists decried the failure of rehabilitation. Some advocated retribution as the sole viable focus for the adult and juvenile correctional systems. Judges accused of being soft were, in fact, not acting so at all. Their behavior reflected the national mood as they sentenced more people to prison than at any time in our history.

In addition, there were at least 75 Mandatory Sentencing Bills (both juvenile and adult) in front of the Massachusetts legislature. Poverty, the erosion of family and community, decline of the perceived power of education, rising unemployment, and a post-Watergate suspicion of authority left many restless teenagers to seek guidance from each other. Many anxious adults sought solutions such as more lockups and mandatory sentencing.

There existed a real danger that not only would the community-based movement be severely jeopardized but that the 38-year-old reform, the Youth Authority concept, would be abolished. No one advocated the re-opening of the large institutions and training schools, but cries for increased security were loud and insistent, and an exasperated public and many angry legislators attacked the foundations of the fledgling community-based system. Many of their concerns were not illegitimate.

With this as background, the new Commissioner set out seven broad objectives for his administration. His two over-arching goals, however, were to strengthen the community-based movement and to tackle head on the issue of security.

B. Outline of Goals

1. Resolution of the security issue;
2. Creation of agency purposes and goals, from which program standards and agency rules and regulations would be derived;
3. Initiate administrative reorganization (including Monitoring and Training);
4. Establish inter-agency programming (including improvement of relationships between DYS and the courts, and DYS and the legislature);
5. Improve services to female offenders;
6. Creation of more adequate spectrum of programs;
7. Create new program directions and increase resources.

C. Sketch of Current System

Prior to discussing the goals of the new administration, it is important to provide a brief description of the placement options for DYS youth. The details of each type of placement will be provided in subsequent sections.

Given limits set by public protection considerations, it is DYS's goal to treat each child in the least restrictive community setting. There are approximately 2000 youth in DYS on any given day: 300 are detained; 1500 are committed; and approximately 170 are "referred." *

The youth are placed throughout the system in roughly the following manner: (The list is organized in terms of increasing intensity of service.)

1. Six hundred youth are at home receiving casework services. For the most part these children have been through other DYS programs, are somewhat stabilized, and approach termination from DYS.

* - Served by DYS--not committed children but "referred" by the court. Really an informal diversion program which, when DYS had prevention monies in 1974, was serving almost 500 "referred" youth at any one time.

2. Five hundred-fifty children are receiving non-residential services, some in their own homes and some while in alternative placements. Non-residential services include but are not limited to tracking, Neighborhood Youth Corps, on-the-job training programs, alternative schools, and work/restitution programs.
3. Five hundred-fifty youth receive residential care, of which foster care comprises the largest part. Foster care represents the most normal of alternative placements used by DYS. The foster care model is one with which DYS has experimented extensively. Thus, the term "foster care" is not always particularly meaningful. DYS has "normal" foster care (one or two kids with a family), intensive foster care (foster care plus intensive day services), and intensive foster care for girls. Other variations on the foster care model are being contemplated.

Also under the aegis of residential care fall halfway houses, which are now called group homes. Placements in psychiatric settings represent the most expensive and extreme form of residential placement. They are used very infrequently.

4. Forty-nine children are in long-term (6 - 12 months) secure care. An additional twenty are in DMH locked settings.
5. Thirty-five children are attending the 28-day "Homeward Bound" Forestry Program on Cape Cod.
6. Three hundred youth are on detention, ninety-two in locked settings, and the rest in foster care or shelter care (e.g., YMCAs).

The same basic principle holds for detainees as it does for committed youth, namely, youth are placed in the least restrictive settings. Detainees remain with DYS for fourteen days on the average. Almost 7000 youth pass through DYS's detention system annually, of which 10 - 15% eventually become DYS commitments.

It should be noted that only twenty-five to thirty-five children were sent out of state this past year. This represents a 65 - 70% drop from the rate late last winter, when DYS had over one hundred children in out-of-state placements on an average day. Distance is inimical to the goals of community-based care, but there are a few children whose needs are unique enough to require placement in out-of-state programs. We attempt to provide individually-tailored treatment plans and we attempt to design specific programs which will meet the needs of most of the children in our care. But occasionally the most appropriate program can be neither afforded nor found in Massachusetts.

D. Update of Goals *

1. Security -

Security was designated as the top priority of DYS for four fundamental reasons:

- a. because of the presence of a few children who need to be in locked settings for reasons of public protection;
- b. because of the recognition that DYS cannot run a community-based system without secure backup;
- c. because the public was threatening to remove DYS's mandate, accusing it of neglecting the security issue entirely;
- d. because some youth need security to prevent them from progressing to the adult system.

Perhaps the most important act was the creation of a Task Force on Secure Facilities, under the sponsorship of Attorney General Francis X. Bellotti and chaired by Bellotti's Deputy, Scott Harshbarger. The twenty-two member Task Force was comprised of major professionals in the youth serving field, who represented a full range of ideological and treatment perspectives, among whom were legislators, clinicians, District Attorneys, youth advocates, judges, legal service advocates, police and major agency representatives.

* This update in fact covers the two-year period, January of 1976 to December of 1977.

The reasoned, sober analysis of this blue ribbon Task Force did a great deal to keep the security issue in perspective. The Task Force published its preliminary report early this summer and its final report was released officially on November 23, 1977.

It is an exhaustive document and its section on Data, probably the most vital, gives careful attention to research and statistical accuracy. Its basic conclusion is that DYS should have available between 129 - 168 secure slots, of which 25% are the responsibility of Mental Health. This number represents 11.3% of the youth committed to DYS. Although it means that DYS must triple the 49 secure slots it has available currently, the Task Force's conclusion is a ringing vindication of the community-based movement.

Process was as important as the long awaited "final number." Now, cries for increased security have to be measured against the findings of this group. DYS endorses the recommendations of this group. The political debate, raging throughout much of 1976, although never completely silent has subsided dramatically.

While awaiting the completion of the Task Force's Report, DYS worked intensely in the area of security. Five secure programs were opened: Madonna Hall (12-bed secure unit for girls); Danvers (12-bed secure detention for boys); Greater Boston YMCA (12-bed secure treatment for boys); Brockton YMCA (8-bed secure detention for girls); Cameron House (6-bed secure treatment for girls).

Escapes were reduced by more than 75%. This was done by changing the Directors in all nine of our secure facilities (6 short-term secure detention and 3 long-term secure treatment) and by implementing major revisions in programming. The system had been chaotic. There existed little systematic or sophisticated programming; indeed, in some instances there was no programming, and energetic and sometimes hostile children were primed to fight daily. Fights and escapes were a constant. Even though most escapes lasted only a day or so, DYS was losing about 125 children every four months.

Security is essentially a tripartite effort, involving well-trained staff, attractive programs and a proper physical setting (our experience shows us that the physical setting is actually the least important). DYS has completely changed its staffing patterns, has introduced comprehensive programming into all its facilities, and has initiated staff training. Judges, now evidencing somewhat more trust in our system, are sending 40% fewer children along to the adult system. Judges had considered DYS so porous that in 1975, 126 children were "bound over" to the adult system. In 1976, this number dropped to 75 children (a 40% reduction). * Statistics from the first half of 1977 indicate that the 75 number should be cut in half by the end of 1977.

DYS has been working with the Department of Mental Health to start joint programs for disturbed delinquents in each of the seven regions. These programs serve children who are delinquent, violent, and mentally ill. Five of the seven regional programs have begun. Roughly 50% of each 12-bed unit is reserved for DYS youth.

By July, 1978, DYS, in conjunction with Mental Health, should reach the number recommended to it by the Task Force on Secure Facilities. The Westboro Secure Treatment Unit (15 beds) will open this spring, and the vacant third floor of Roslindale (15 beds) will become secure treatment and should be opened by March, 1978. A third site has not yet been found. Another girls' secure program is scheduled to open soon. Additionally, DYS has just opened a Secure Treatment Aftercare Program, a group home, in conjunction with Mass. Halfway House, Inc. for children who are leaving our secure facilities.

2. Standards and Rules -

DYS owes the public, its providers, clients, and its staff a clear set of purposes. As the agency is a totally different one from the agency which delivered services to delinquent children in institutional settings only six short years ago, it is mandatory that DYS establish agency rules and program standards which reflect the new and complex realities of the regionalized, diversified treatment system of 1977. Draft standards in the areas of foster care and group care

* All will be tried in the adult system. This does not mean to imply that all will serve time in adult jails.

have now been completed. Draft standards for secure care will be finished by February, 1978. Following internal and external review, these basic standards will become a part of the DYS contracting process beginning with the new fiscal year, 7/1/78.

A number of internal departmental rules and regulations have been and will continue to be promulgated. Some of the areas covered are: confidentiality of client information, rules for notification of parents, personnel misconduct, etc.

DYS is a young system, and our bureaucratic task is dual. On the one hand, we must create an ordered and sensible agency with a comprehensive range of services in which youth are placed for comprehensible reasons. We must create a bureaucracy, a smoothly functioning organization which properly serves its clients and in which a wary public can believe. On the other hand, we must be constantly self-critical, constantly open to change, and constantly exposed to public scrutiny so that in our legitimate drive to become stable and ordered we do not become stultified.

3. Initiate Administrative Reform -

DYS relies on a regional system to deliver services to youth. There are seven DYS regions. These regions are probably best described as social service agencies of modest size, each of which has an office, a flexible budget, and a staff averaging twenty-seven individuals. Each region has the opportunity to design programs to meet the unique needs of its particular youth. Expensive programs are usually co-financed by more than one region. Programs which service youth throughout the state are paid for by the Central Office. Thus, there are really three types of expenditures: state accounts (e.g., Administration, Forestry Camp, etc.); flexible regional money (from the Purchase of Care Account); and Central Fixed Cost Programs (also from the Purchase of Care Account but used to finance statewide programs, e.g., the Greater Boston YMCA Secure Care Program).

Although some outstanding problems remain, the regions are reasonably well set up to deliver community-based services. Detailed descriptions and changes in the region will be described in another section. The Central Office is only now beginning

to to catch up by changing job descriptions and by creating new units which more appropriately reflect both the new community-based reality and a strengthened security system.

There have been many changes at Central. We have created a Legal Unit. Although loss of federal money has caused shrinkage, a Planning Unit of some considerable size was created. A Training Department was created. The need for training had been glaringly evident. A significant number of DYS personnel had been institutional workers who, upon the closing of the institutions, were suddenly thrust into social work roles. Most staff were able and dedicated workers. However, DYS neither trained these workers in their new roles nor did it provide training to those working in secure settings. Within the first five months of his tenure, Commissioner Calhoun raised sufficient monies from private foundations to hire a trainer. In addition, the job descriptions of two DYS employees from Central were changed and additional personnel were made available to the newly-created Training Unit.

Currently the Unit is implementing a federally-funded management training project (\$125,000) and will, in early 1978 (calendar) begin a federally-funded caseworker/resource developer training program (\$147,000). This program will augment our current caseworker/casework manager training program which has been operating for one year. Other training efforts include: in-service training at Roslindale (soon to spread to other secure units); design of Title XX training with other human service agencies; periodic casework management meetings and establishment of DYS as a field placement for various private schools.

The format of the current training program for the casework staff is very job relevant. The training consultant's work in the regions is to guide and supervise workers in their handling of each newly-committed child; attend all staffings to observe training needs and contribute clinical guidance; consult and offer teaching in handling specific difficult cases; provide didactic training sessions for the purpose of helping caseworkers to see the relationship of theory, skills, practice and outcomes; and conduct case reviews with workers and supervisors.

The Office of Management and Budget was created from existing staff in the Central Office. DYS is accustomed to writing over 100 contracts annually, but it had been unable to properly monitor these contracts. The extant Evaluation Unit could steep itself in a program for a week and produced exhaustive reports, but the Evaluation Unit could not review all programs. The task of the new OMB Unit is to review each budget and propose program changes prior to contract awards. A parallel effort is now occurring in the regions. Monitors, whose task it is to review each program at least twice a year, have been selected, trained, and are functioning in each region.

OMB's role is to review budgets against certain predetermined norms. For example, OMB has determined the average line item cost of a typical group home. Deviations in the interest of healthy programming are permitted and even encouraged, but vigorous program justifications must be given for each deviation. The Unit has had striking success. Most of our community-based vendors are people of ability and deep commitment, people who work long hours for modest pay. But the Unit has uncovered a small number of blatant incidents of fiscal and program abuse. Several programs were closed during the first year of OMB's existence. On the basis of the Evaluation Unit and OMB's findings, and DYS's internal needs assessment, new, healthier and more responsive programs have been designed.

Curiously, OMB is a Unit whose presence is appreciated by most private vendors. It is staffed by individuals who know programs. These individuals perform a role that combines both program and budget scrutiny and informal technical assistance.

A newly created Monitoring Unit, comprised of regional personnel, reviews contracted programs and reports their findings back to Central. The Monitors are, for the most part, caseworkers whose monitoring consists primarily of judging compliance to the quantitative elements of each contract (e.g., have the two contracted teachers been hired by X group home, and are they teaching the required number of hours per week?). Monitors also assess programs from a basic health and safety point of view.

A decentralized system cannot be run without a monitoring capacity. A mandatory adjunct to monitoring is a technical assistance capacity. DYS feels, for administrative and ethical reasons, that it must

both judge and assist programs. As mentioned, OMB during contract negotiations performs much informal technical assistance. How to repair problems uncovered by the regional monitors is another issue. We have been awarded funds by LEAA to establish a small Technical Assistance Unit.

Another major administrative change has been to elevate the Director of the Girls' Services Unit to the status of Assistant Commissioner of the Bureau of Girls' Services. In addition, a number of women have been appointed to top DYS positions (including the Deputy Commissioner).

By January, 1978, DYS will have an Educational Coordinator at Central and seven Educational Specialists in each region, all funded by the State Department of Education. By that time, DYS will have a Manpower Director, funded by the State Office of Manpower Affairs, and a Restitution Coordinator, funded by LEAA. A grant from the Ford Foundation will give DYS statewide capacity in the medical area.

DYS's personnel system has been reconstituted and has an expanded mandate. This refined personnel management system includes: (1) clear, accurate, and sufficiently detailed and comprehensive job descriptions; (2) fair and accurate recruitment practices related to job descriptions; (3) regularly scheduled personnel evaluations based on the job description; (4) a code of employee responsibility and a disciplinary and grievance system consistent with union agreements and the laws, rules, and regulations of the Commonwealth; (5) an orientation program for all new employees; (6) training and supervision sufficient at minimum to enable employees to carry out their roles as detailed in the job description; (7) a recognition and reward system; (8) operation in a sane, fair, and clearly task-oriented management system that attempts to place its personnel where they serve a true and vital purpose and have a chance of success; (9) a firm commitment to Affirmative Action.

As we proceeded to implement this system, DYS moved with a degree of alacrity somewhat tempered by the precision the task demands.

At this point, DYS has completed the following of the nine critical points:

(a) Job Descriptions

DYS has completed job descriptions for all personnel in the regions and DYS facilities. Central Office is the last bureaucratic division on the agenda. This is currently in process. The job descriptions for case-worker and casework supervisor are the key ones. The descriptions were fully approved by the Department of Personnel Administration within the Secretariat of Administration and Finance.

(b) Recruitment

The recruitment process is significantly improved by the presence of clear and detailed job descriptions. Both in terms of equity and securing of skilled personnel, DYS is beginning to see significant improvement in this area.

(c) Performance Evaluations

The performance evaluations based on the job descriptions are completed every six months for each employee by that employee's supervisor. DYS is currently in the process of completing the second round of regional personnel evaluations. The evaluations are candid and rigorous. They have been used as the basis for staff development, promotions, and reassignment. They have, in a couple of instances, helped unsuited employees to recognize that they are in the wrong field and to make a decision to leave.

(d) Code of Employee Responsibility and Disciplinary Process

These two documents are completed and promulgated.

(e) An Orientation Program

Though orientation programs of varying quality are held informally throughout the Department, there has not been a standard orientation available to all new DYS staff. The orientation

committee is now drawing close to the conclusion of the design process. The manual and routine delivery will be completed by January, 1978.

(f) Training

This is a major departmental concern discussed earlier in the report.

(g) Recognition and Reward

The personnel evaluation letters of recognition for outstanding work, promotions and support from the training grants provide a modest but effective reward system. All recognitions are filed in the employee's personnel file and the staff recognizes the value of this sort of recording.

(h) A Good Management System

A sound personnel system depends on a good management system. Each process described for handling a problem reflects the care with which DYS is attempting to build a first-rate management system. DYS's first response included solutions in several critical operational areas. Clearly, the parts of a good system are steadily being put in place: training, planning, contracting, etc. Efforts in personnel will be supported by these advances and will realize increasing success as the management system improves.

(i) Affirmative Action

Affirmative Action targets have been established for each functional unit within DYS. These targets are clear, and unit managers are easily held accountable. Because of this system, which pinpoints accountability, major gains have been made.

4. Establish Inter-Agency Programming -

DYS cannot do its task alone. Almost all our youth are refugees from other local or state systems. DYS's limited budget, coupled with the complexity of the needs of its youth, dictate that inter-agency working agreements be forged. Progress in this area follows:

(a) The Department of Mental Health

Historically, DMH has not properly served the violent and delinquent who is also sick. With the appointment

of Commissioner Okin and his Associate Commissioner, Dr. Mary Jane England, a strong commitment to this population group has been made. As mentioned previously, secure programs for youth who are both violent and mentally ill are being established in each of the state's seven regions. The commitment is not a small one, for the average cost per youth approximates \$32,000 per year. Few DYS youth are mentally ill. The great majority have clear perceptions of reality coupled with poor impulse control. But it is for that small number that DYS needs the assistance of Mental Health. Quantitatively these children represent only a small percentage of the DYS population but their needs are so great and their acting-out behavior so extraordinary that they have been touched by a staggering number of workers in many agencies.

DYS needs the assistance of Mental Health in two additional areas--in acute care (e.g., for the youth who is withdrawing from drugs), and in client diagnosis. DYS will begin to negotiate for these services in 1978.

(b) Executive Office of Economic Affairs

The Department of Manpower Development under EOEa is giving DYS a great deal of assistance. It is funding DYS's Manpower Coordinator, who will be hired in January.

A major new DYS initiative is in the area of restitution. The first prototype project has been funded by EOEa through the use of local CETA funds, and another funded with LEAA and EOEa funds is soon to begin in Lowell. EOEa's Assistant Secretary, B. J. Rudman, is assisting the Commissioner, both in the design of a statewide restitution program for juvenile offenders and in the securing of the necessary funds from the Federal Departments of Labor and Justice. In addition, local CETA consortia have augmented DYS staff (e.g., the aftercare workers in the Forestry program--Project Exkelsior). With the advent of Carter youth monies, DYS's relationship with EOEa should broaden dramatically.

(c) State Department of Education

DOE has begun to expand its commitment to DYS youth. As mentioned, senior educational personnel will soon be installed in DYS Central and in each region. The

same Special Education Grant which is funding these personnel will enable DYS to hire additional teachers in secure units and to finance a large portion of a new Girls' Program. Whereas the commitment from the Department of Special Education is clear, DYS's relationship with the Division of Occupational Education has been somewhat cloudy. We have written several proposals for specific Oc. Ed. projects and await final word. However, the larger issue to be addressed is that of DYS's entitlement to a certain percentage of Oc. Ed. monies. Negotiations have recently begun and we are encouraged by the initial receptivity of Education.

(d) Department of Public Welfare

A law enacted in 1974 shifted the responsibility for status offenders (CHINS) from DYS to DPW. The law, however, fell short in one critical aspect. The responsibility for the 45-day detention remained with DYS. The total divestiture of CHINS has been one of the Commissioner's major goals. With the support of the Secretary of Human Services, Jerald Stevens, and the Commissioner of Public Welfare, Alexander Sharp, divestiture occurred, and CHINS officially became the responsibility of Public Welfare on 7/1/77. The removal of the status offender from the juvenile correctional system is now complete.

'e) Mass. Rehabilitation Commission

MRC services severely handicapped individuals. An experimental program in Region VI (Boston) has been operating for over a year and has been serving some of the most difficult youngsters in this Region. The program has paid for on-the-job training sites, vocational and psychological testing, and modest stipends. The program has had a significant success rate. Efforts are currently underway to expand it to other regions.

(f) Office for Children

OFC licenses all DYS program facilities. As an official policy which began in January of 1977, OFC has been invited to participate in all DYS program evaluations. Because of the existence of 40 local OFC Councils spread throughout the state, OFC represents a critical voice for children and understands in a very real sense the thinking of the community.

as unrelenting critics of poor programs and as advocates for youth, OFC has been an invaluable partner in the work of DYS.

(g) Courts and Probation

Most DYS youth have been on probation. It is imperative that DYS know what Probation has done with a child. Additionally, many judges have complained that once they commit a youth to DYS they do not know what happens.

On November 7 of this year, DYS initiated a court policy. Its thrust is to insure sensible communication between the courts and DYS. Probation Departments are invited to participate in DYS case conferences ("staffings") on youth, and judges are kept informed by receiving treatment plans 30 days after a youth has been committed. In addition to basic courtesy, treatment plans force DYS to articulate and justify goals for each child. DYS is also placed in a position of public accountability. Our relationships with the courts, often strained, are improving. These measures will insure communication and a reduction in criticism.

(h) The Legislature

Legislative backing of our efforts is basic to our survival. Committee Chairmen and various legislators are now routinely informed of new DYS initiatives (e.g., restitution; the opening of new secure programs, etc.). The Legislature is also apprised of major problems that may surface.

(i) Other Groups

The youth-serving field is a highly charged one, especially in Massachusetts. It is our belief that fundamental to the definition of public administration is public education. DYS staff speak to various groups--police departments, private providers, Kiwanis Clubs, etc.--in efforts to share with these groups the current state of the agency. Invariably DYS learns as much from these sessions as it imparts.

5. Improve Services to Female Offenders -

By the winter of 1977, the lack of girls' services within the Department had reached crisis proportions. A task force, headed by Representative Barbara Gray, was reporting that 24% of the female DYS population had:

--gone through eight or more placements in a given year, or

--run three or more times in a given year,

--gone through six placements and two runs in each of two successive years.

Of these "bouncers," 71% had previous contact with another public agency prior to coming to DYS. DYS, then, had become the last resort for girls who had found no help elsewhere.

Deinstitutionalization, it seemed, had not been accompanied by effective community-based alternatives for females.

In 1975, Harvard's Center for Criminal Justice reported that within a four-region area where new community programs had been operating, recidivism rates for girls were higher than for the former training school system. Boys' recidivism rates, on the other hand, had declined.

The outcry of DYS's non-concern for girls' services had grown over the years. By June of 1975, a federally-funded Girls' Services Unit began the task of establishing a new administrative structure in the Department to guide and create services for female clients.

In March of 1977, the Unit changed hands. As previously mentioned, the new person hired, whose mandate it was to continue the work of the Grant, was elevated to the status of Assistant Commissioner.

The new Assistant Commissioner was responsible for developing a comprehensive statewide system of girls' services. The task required an on-going needs assessment within the seven DYS regions--the first formal needs assessment for girls ever done by DYS. Program development called for the conceptualization of new models based on girls' specialized needs.

Comparing money spent on boys, with girls, revealed that DYS's inability to serve girls properly was not a matter of unfair resource allocation, but of too few appropriate programs. While girls comprised 15% of the DYS population, they were absorbing 18% of the Department's budget. This disproportionate expenditure of funds can be explained first by girls' lengthy stays in expensive detention facilities awaiting placement in an inadequate network of programs, and second because of the scarcity of relevant residential programs for girls. Females often were placed in expensive psychiatric settings which cost, on the average, \$50,000 per year per girl. The proper spectrum of programs was not there, as girls collected at polar extremes, most in foster care and a few in costly psychiatric settings. Almost nothing existed in the middle.

Program development in 1977 focused on the building of two innovative secure treatment models. Each of the secure units is in a private house. It is highly staffed, founded on a model that draws heavily on a one-to-one relationship.

The new program models, operational and intended, include: independent living; intensive foster care; the Advocacy Center (a program for CHINS girls and their families); secure programs run out of private homes; Proctor Detention (one girl living in an apartment with one counselor); group homes and family work.

The Girls' Unit, in addition to the above, has become involved with training and public education. Monthly meetings of DYS caseworkers serving girls began to offer these personal support and skill sessions. Increasingly, the media has turned to the Girls' Unit to articulate girls' needs. The Assistant Commissioner for Girls' Services has spoken recently at appropriate legislative hearings and on national panels, addressing specific needs of female offenders, and describing new program models.

The girls' system is unformed. It is in its nascent stages. Experimentation continues. This administration of DYS has made a major commitment to girls through the establishment of the position of Assistant Commissioner for Girls' Services; by DYS's pick-up of \$300,000 worth of federal girls' programs on state funding when the federal funds expired; and by spending 18% of its budget on the female offender. The commitment is there. Meeting the needs of the young female offender in a fair and humane way with a full spectrum of stable and effective programs is the fundamental and on-going challenge to the Girls' Services Unit and to DYS as a whole.

Lack of structured group homes led the Unit to stress residential treatment as a major task in program building. Group homes in Roxbury and the western part of Massachusetts were planned and put into implementation stages.

The Unit also began to serve as an information clearing house to DYS caseworkers and private providers. The Unit began to collect centrally and study internal data around girls' arrest rates, behavioral changes, and social needs.

The Department began important collaborative efforts with other agencies. Careful work with the Department of Public Welfare led to a smooth transfer of CHINS from DYS to DPW. After months of negotiation, the State Department of Education, Division of Special Education, agreed to award a \$600,000 grant to DYS, of which \$200,000 was directed toward a new, highly specialized residential school for girls.

The Office of Juvenile Justice extended in 1975 the half million dollar grant which funded five innovative programs for DYS females. This grant was the first national experiment which attempted to fund a comprehensive set of effective community alternatives for females who had been "serving time" in locked settings.

6. Creation of Adequate Spectrum of Programs -

DYS has neither enough programs nor does it have, at this point, the proper programmatic mix. As

mentioned, there have been changes. A sensible spectrum of services for girls is now being developed and tested. Many programs are being redesigned and restaffed to better serve DYS youth. Untenable or exploitive programs--thirteen of them--have been closed and new ones have been carefully planned. Some have started. One new program will have opened per month between September of 1977 and June of 1978. Alpha Omega II, serving DYS youth who are almost candidates for Mental Health or Secure Care, is an example of the new type of program that did not exist a year ago, a program created to fill a particular service gap. Youth grow or regress. DYS must have programs which are appropriate for youth as they move forward or backward in the system.

DYS is attempting to stretch its current resources and to use them more wisely. And we are attempting to set up programs which respond more adequately to the needs of delinquent children. Yet as our diagnostic and casework abilities improve, our resource lack becomes more apparent. Without the full spectrum of adequate programs, tensions between DYS and the courts and DYS and service providers surface. Yet the state budget situation, augmented by federal monies, has improved somewhat. Although not optimum, the budget picture has led to improved programs and improved relationships with key criminal justice actors.

7. Create New Program Directions and Increase Resources -

(a) Restitution

Restitution will be a major new area of program development in calendar '78. Some small prototype restitution programs have already begun.

Conceptually, restitution goes beyond simple guilt and innocence or right and wrong. It says to the offender that he or she has done something wrong and must pay back, either in fiscal or service terms. It says, at the same time, that the defendant is a person of worth who has something of worth to return to the victim or to the community.

It is normative behavior for youth in DYS to admit guilt but deny a sense of connectedness to the victim. So often we hear, "Yuh, I hit her. Yuh, I ripped her off. But the system doesn't understand." Justice, especially urban justice, is usually anonymous. Defendants see neither the human implications of their act nor do they have the opportunity to redress the act.

A small restitution project in Woburn, using CETA funds, has twelve DYS youth working to clear a lake the town of Woburn had forgotten it had. Each youth returns a portion of his salary to a victim or symbolic victim. The community is thrilled that twenty-five years of trash is being taken from the beaches of its lake, that brush is now pruned, and that the lake is again visible and usable. Neighbors who abut the lake vie with each other to see who will provide coffee and doughnuts for the youth.

Most of the youth in this program have been in a number of DYS programs. Some have been through almost every type of program DYS administers. Yet there has not been one dropout from this program in six months. The youth feel a sense of worth through receiving a salary. They also are given a sense of empowerment in that they are taking an active part in redressing their criminal act and wiping the slate clean. Some of them articulate the contribution they are making to the community. As one boy said, "See them beaches there? The kids from my project will be swimming there next summer." The combination of work, a salary, and victim restitution, coupled with pride in doing something for a person and a community has produced dramatic results. We are now negotiating with the Federal Departments of Labor and Justice for a statewide experimental restitution plan. It is highly possible that by late spring this national model will be funded and DYS will have experimental restitution programs in every region in the Commonwealth.

Restitution is not seen as a panacea, but another service in the spectrum of programs available to DYS youth.

(b) Families

The one consistent thread in juvenile justice literature seems to be that families play the prime role in delinquency creation or delinquency prevention. Poverty, sub-standard housing, and unemployment are all contributive--they are not prime factors. Family strength is. Dr. Samuel L. Woodard of Howard University in Washington, D.C., has been studying children who, in spite of almost overwhelming adversity, manage to achieve academically and otherwise. His conclusion: the family is the key. Woodard spent a year studying twenty-three Washington, D.C., junior high school students who met his four criteria: at least one parent missing; poverty level income; sub-standard housing; solid academic achievement. His preliminary findings reveal that those students he studied have a sense that their families are worthwhile and valuable. The families seem to operate as teams. Although poor, they feel in charge of their lives. Their children are loved consistently. Limits are set. And excellence is demanded.

We alleged professionals yank kids from their families quickly--often too quickly. Admittedly, not all families are viable. Some familial situations are so damaging that children must be removed. But often, beneath unemployment, beneath alcoholism lies a parent who at one time cared but who is now overwhelmed.

Our own findings reveal that when most of our children in placement run, they run home. According to Dr. Gerald Caplan, head of the Harvard Laboratory for Community Psychiatry, they run home, not simply because the territory is familiar; this home instinct often occurs because there is something nurturing there that we professionals cannot see. They often flee to a supportive neighborhood or to a network of kin. The clan network as part of a successful treatment program is usually overlooked. Minority youth, for instance,

often give two or three addresses-a parent, an aunt, a grandmother. This represents a great and neglected resource.

Family work is tough, complicated, and time consuming. Yet studies have shown that investment in family work can achieve more dramatic results in terms of success and cost savings than any other type of intervention. (See CHILDREN TODAY, U.S. Dept. of Health, Education, and Welfare, P. 9, November-December, 1976. It should be noted that this study referred to Welfare, not delinquent children. We maintain that the clinical descriptions of each group are similar.)

Approximately 62% of the DYS child's family are at poverty levels; 66% are separated; 45% are involved in substance abuse; and most live in sub-standard housing. Many of these families can be helped. It is also clear that many of these families create a culture of delinquency, and the siblings of DYS children of today will be the DYS children of tomorrow.

We hypothesize that many weak families can be strengthened to become more positive forces.

We are now designing a pilot project to demonstrate the effects of strengthening strategies on the families of delinquent children and the effects of the strengthened family on the children. The focus will be on teaching the family to negotiate the system to achieve what it needs; to build and reinforce nurturing skills and feelings; to gain capacity to teach the youth to cope with the system and relationships; and to give families of delinquent children support systems upon which they lean and from which they can glean advice.

If the community-based system is ever to reach its full potential, it must become family based in fact, not by default. Every non-dangerous child able to live with his family should be helped to do so. In order to carry out this ideal, the "blasted" families typical in DYS must be rehabilitated.

Moral, professional, and fiscal responsibility demand that we attempt to demonstrate the degree of feasibility of the family approach. There is a basic need for love, contact, and "intimacy" (Caplan) that cannot be bought or provided by the state. It is incumbent upon us to find out if and how the family can be supported in its primary role--or if it cannot be, to help find suitable permanent parenting situations, to which all youth are entitled.

(c) Increase Resources (Budget Highlights)

The goals of an agency can only be attained by skillful agency use of resources. This administration of the Department has viewed and attracted resources in the broadest and most creative way possible. The goal of this effort has been to provide the greatest support for the Department's mandated program of care and custody in the most economic way. As a result of this resource mobilization strategy, the DYS budget has been kept in close control while new and innovative services have been made available.

Funding strategies and cooperative efforts have enabled the Department to provide the complex of services listed below.

Through Inter-agency Cooperation

- Rehabilitation services through Massachusetts Rehabilitation Commission.
- Mental health care for disturbed aggressive youngsters through the Department of Mental Health
- Educational evaluation and programming and program development through the Department of Education, educational collaboratives, and local educational authorities

- Health care coverage through the Department of Public Welfare
- Joint program evaluation with the Office for Children and the Department of Education
- Shared data processing time through the Department of Welfare

Through Grant Funds

- A host of highly creative and rehabilitative programs, including community service and environmental improvement programs, education programs, vocational training, job placement, outdoor survival and recreation, counseling, outreach and street work all through the Office of Manpower Affairs and local CETA offices using federal employment dollars.
- Evaluation, training, planning, diagnostic and research, secure and girls' service development, all vital parts of our program development and administrative reform goals, through the Law Enforcement Assistance Administration (LEAA) funds.

Without supplemental federal and state grants and entitlements, the fiscal burden on the state to support DYS would be significantly greater. External funds utilized over the past year total approximately three million dollars. They include:

1. LEAA (state and federal discretionary)	\$1,269,579.
2. Title I	382,146.
3. CETA	1,300,000.
4. Medicaid	131,177.
5. 766	287,000.
6. Title XX	233,694.
7. Private Monies	42,000
Total	\$3,645,596

The Core Departmental Program offering case-work management, detention, secure, community residential, non-residential, and foster care services is appropriately primarily funded by the Department's state appropriated budget. Services critical to the care and custody of committed youth and public protection, though often initiated and tested on grant funds, must be assured their existence through state support. The Department's budget for fiscal 1977 (July 1, 1976 - June 30, 1977) provided \$15,925,325.

The budget pie was divided as shown on the illustrated chart. Programs included in this pie, range from simple one child foster homes to intensely staffed secure facilities, to many varieties of day service including educational, counseling, and vocational services, and a variety of group homes. The programs include both state-run and contracted, with the majority being contracted. Together these programs constitute for DYS youth a care continuum which carries the child from detention through placement and hopefully to a successful discharge. Along the points in the continuum there are many programs options so that each type of child might be accommodated. Unfortunately for the youth at risk, there are also gaps in the continuum that must be filled if we are to deter persistence of the youth's delinquency.

Based on our program plan developed for 1977, in fiscal 1978 (July 1, 1977 - June 30, 1978) the Department's budget was increased to \$18,400,000. This increase will enable the following elimination of service gaps:

in Security

Four new programs will be initiated:

- 3 secure treatment programs
- 1 secure detention.

Three federally-funded programs will be picked up on state funds; medical supervision for all secure detention units.

for Girls

Four new programs:

- 3 personnel secure treatment programs
- 1 secure detention program.

in Aftercare

The first halfway house for juvenile offenders will allow graduates from secure treatment to find their way back to a lawful life in the community.

in Detention

A new detention intake unit for Region VI (Boston).

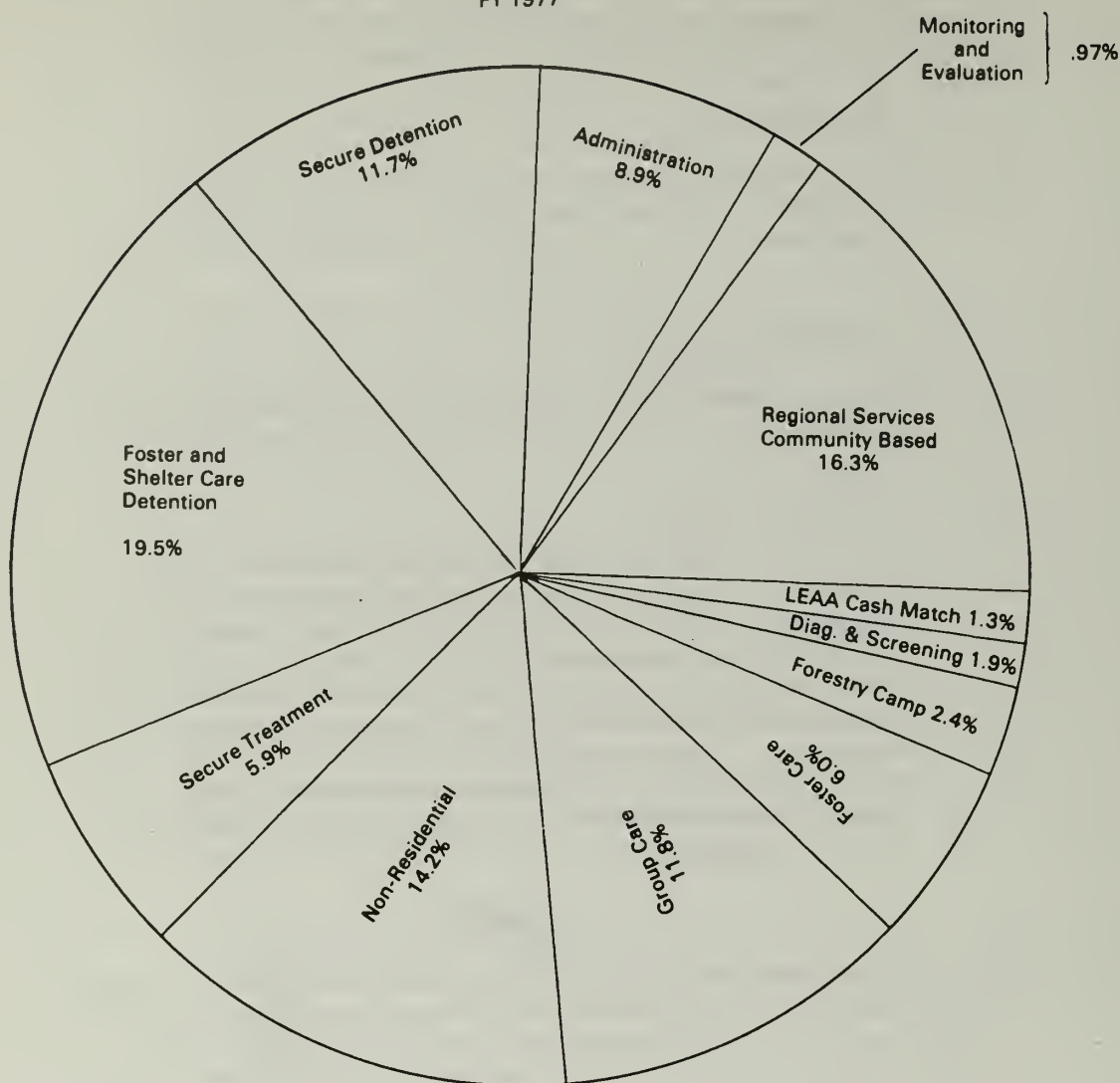
in the Regions

Both the monitoring of programs and the programs themselves will be dramatically improved with minimal additional investment. Each residential and non-residential program will be reviewed for component-by-component and for overall effectiveness and quality. Wherever possible, resources will be reallocated to upgrade educational, clinical, recreational, or any other component found lacking.

Summary

The budgetary aspects of the agency life in many ways define our direction. The Commonwealth's commitment of 800,000 additional dollars in fiscal 1977 allowed the upgrading of several secure and open programs. The increase of 2.5 million dollars in 1978 will enable a far more marked decrease in service gaps and a strong stabilization of the community-based system. These dollars and the programs they result in will make the critical difference for they will eliminate the most serious gaps in security, detention, girls' services, and aftercare. Fiscal 1979 will be a year of annualizing and stabilizing the products of 1978. The system will be more balanced and complete, the continuum relatively free of disjunctures and pitfalls. The administration and legislature has supported this building, has described it as rational, well reasoned, disciplined, yet creative. Our use of the public dollar and other resources will continue to be characterized by those traits.

DYS BUDGET
FY 1977



Secure Detention	1,862,534
Foster and Shelter Care Detention	3,116,509
Secure Treatment	935,800
Non-residential	2,264,209
Group Care	1,886,600
Foster Care	957,792
Forestry Camp	390,688
Diagnostic and Screening	300,000
LEAA Cash Match	200,000
Regional Community Based Services	2,600,000
Administration	1,411,193
TOTAL	\$15,925,325

E. Projected Objectives for 1978

The major task in 1978 will be to achieve those objectives toward which we have been working for the last two years. Major, even dramatic, gains have been made but none of the aforementioned objectives have been completed.

Additional objectives for 1978 include:

- a. A comprehensive, reliable and useful data system;
- b. A pilot family program;
- c. A system of effective casework management;
- d. A comprehensive and standard intake system;
- e. Trained caseworkers;
- f. Expanded relationships with DMH, MRC, O.Ed., and Manpower Affairs;
- g. Comprehensive education and manpower policies and programs;
- h. A statewide restitution program;
- i. A Technical Assistance and Research Unit;
- j. Expanded Evaluation and Planning Units;
- k. A contracting system more closely allied with data collection and monitoring.

IV. Programs

Massachusetts has developed a broad continuum of treatment services for delinquents detained or committed to DYS. It has expanded its purchase of service account to 57% of the DYS budget. This account, which permits a diversity of placement options, allows program development and accountability. An ingredient essential to the success of the system is the large number of competent and sensitive agencies that provide services.

DYS has been able to expand its placement potential from five institutions to over two-hundred programs. The implications of this are clear. With more options, the probability of a youth being placed in a program that is responsive to his/her needs is greatly increased. This is not to say that the job is done. As mentioned, there are service gaps in the system. It is the purpose of this section to describe the range of services presently available.

Detention - The DYS mandate includes detention of youths up to forty-five days prior to adjudication. DYS maintains three types of programs for this population. Secure detention is utilized for youth who cannot be safely held in less structured facilities. These facilities generally have a staff-client ratio of 1:1 and range in size from 12 to 35. All programming is done inside the facility. There are 92 secure detention slots statewide for boys, and 20 for girls.

Foster care is a second detention prototype. The Department maintains three types of foster care. State-run foster care employs DYS workers to find and to train foster parents, as well as to provide all casework services for the youth and the foster family. Ratios of worker to youth or home vary widely. Contracted foster care turns to the contractor to do home-finding and training, and provides all the continued casework for the home and the youth. Ratios range from one worker to five youth, to one worker to seven youth. The third foster care type is intensive foster care. This differs from contracted foster care only in that a 24-hour supervised program must be planned for the youth. An alternative design is to employ a person to provide 24-hour supervision of a youth in his or her home.

The third detention prototype is shelter care. It is a structured residential program, usually in a YMCA or some similar community building. These facilities are well staffed, with around-the-clock coverage and staff-client

ratios of 3:5 or better. Recreational programming is emphasized including frequent well-supervised expeditions outside the building. Limited educational and clinical services are available.

Treatment - In addition to detention, the Department services two other categories of youth, namely, the court "referrals" and "committed" youth. As mentioned previously, a court "referred" youth is one whom the courts believe to be in need of DYS services, but for whom the courts are not able to or do not choose to make a formal finding of delinquency. Such youth may be accepted or rejected for service at the Department's discretion. Funding limitations require rejection of numerous referrals of youth who could well use DYS services to prevent further delinquent behavior. DYS prevention monies are virtually non-existent.

The majority of the DYS caseload are "committed" youth. These are youth whom the courts have formally found delinquent. The Department has no discretion in these cases, it is mandated to accept all court commitments. However, it is the Department's prerogative to determine placement and length of stay.

The types of placement modalities used can be broken down into three groups, i.e., residential, non-residential, and casework supervision, each of which can, in turn, be sub-divided. The first group, residential care, is a category which encompasses a wide variety of program prototypes (i.e., secure treatment, group care, foster care, schools, camps, Mental Health programs). For those youth who pose a serious threat to the public and/or themselves, secure treatment facilities are used. These facilities are locked, physically secure centers with full inside programming and a staff ratio of at least 1-1/2:1. By definition, they involve isolation from the community, although family components are being built into our new secure programs. Program size is small, averaging 16 youths. Reflecting the greatly troubled nature of this population, these programs involve concentrated and intensive programs of counseling, education and recreation.

An experimental secure treatment program, Proctor II, is designed for the most troubled girls in DYS. This is a highly staffed, structured program, rich in educational and vocational training. After four to six months, most girls move into a community to live with an adult proctor as part of an aftercare program. This provides an opportunity

for the youth to participate in community activities with a focus on a job or school. The proctor provides continuous support and encouragement for the girl as she adjusts to a new environment.

Group care is a second major type of residential care. This includes specialized group homes which are highly structured residences with in-house education and job training programs. The overall program has a sophisticated therapeutic milieu, with a full system of rules, group meetings and continuous reinforcement. Staff ratio is 3:5 or lower. Less structured group care facilities are geared for youth ready to enter the community (e.g., working at jobs, going to school, enjoying recreation, etc.). These programs usually hold between six and fifteen youth and have a staff-client ratio of 3:5 or lower. They may not have in-house education. Typically, they will have one social worker or psychologist on the staff and usually a consulting clinician.

A third type of residential care is foster care. Here the sub-divisions are the same as those listed under detention, i.e., state-run foster care, contracted care, and intensive foster care. The major difference from detention foster care is that there is an emphasis on in-depth treatment.

A fourth type of residential care is the specialized school. Two models are available. The boarding school is a full-time educational or vocational education program, certified as a school, with more than twenty children in residence. The program offers limited counseling and psychological testing. As it serves a relatively stable type of youth, it does not have a complete clinical services program, and has a high ratio of students to staff. Few custodial and recreational staff are provided. DYS commitments represent only a small percentage of the student body. The institutional school, on the other hand, serves primarily troubled youth from state and local agencies. It is usually larger than fifty students, and offers counseling services and psychological testing in a structured clinical program with some degree or licensed professionals. Staff-student ratios are low. It offers a complete educational or vocational education program and explicitly seeks troubled youth. Roughly fifty DYS committed youth are served in both types of schools.

A fifth type of residential care is the camp program. Currently DYS runs one such program, the Forestry Camp at Brewster, modeled after Outward Bound programs.

Finally, residential placements are worked out in connection with the Department of Mental Health. A few youth are placed in structured mental health group care facilities. In such facilities, licensed clinical personnel direct a structured therapy program which embraces all parts of the life of the resident. The staff ratio is lower than in ordinary group care, and a full educational or vocational program is included in the residence. Some youth are also placed in state-licensed psychiatric hospitals.

The second major placement modality is non-residential care. Non-residential day programs provide a diverse system of care for youths who require non-residential services. The youth remain in their own home or foster home while receiving services. The Department contracts with fifty-three social service agencies to provide such services. The nine prototype non-residential services are: Counseling; Counseling/Education; Family Counseling; Pre-vocational; Work-Study (including Neighborhood Youth Corps); Diagnostic; Casework Services; Independent Living; and Outreach-Tracking.

Tracking is one of the most innovative forms of non-residential services initiated by DYS. Tracking provides for twenty hours per week support by a trained child care worker to foster parents and youth. The tracker helps to develop and carry out goals set by the youth. Focus could be on job hunting, school work, or recreational activities. In the Intensive Foster Care and Tracking Program foster parents are relieved from the constant demand of foster care. Tracking has added a healthy dimension to foster care services.

The third major placement modality is casework supervision. Once a youth no longer requires services and is sent home, he will be monitored before final discharge. "Monitoring" often means provision of minimal casework services. However, if problems arise, the Department can reactivate treatment for the youth without court approval.

V. Organizational Structure

The Department of Youth Services is one of five agencies under the Executive Office of Human Services. It is headed by a gubernatorially-appointed Commissioner, who is ultimately responsible for all of the Department's operations. Refer to Appendix A for an Organizational Chart. This chapter focuses on the functions and responsibilities of the various units within the Department.

A. Commissioner

The Department's enabling legislation states that the Commissioner "shall be the executive head of the department and shall have full responsibility for the formulation and execution of all its policies and the coordination of all its functions. He shall appoint and may remove all employees in the department." The mandate is a broad one. He is also responsible for each youth detained, referred, or committed to the Department.

There are three units and a Deputy Commissioner with direct accountability to the Commissioner. They include the Legal Services Unit, the Public Information Unit, and the Investigations Unit. In addition, the Commissioner has an Advisory Board appointed by the Governor overseeing his operations.

I. Legal Services Unit

The newly created Legal Services Unit (LSU) serves as counsel to the Commissioner and the Department on all legal matters, reviews and distributes policy statements, drafts legal documents, and counsels or sits on several policy committees.

More specifically, the LSU is responsible for a variety of tasks, including the research, preparation and distribution of legal memoranda on matters raised by Department personnel. Second, it assists the Attorney General's Office in all litigation, including pretrial discovery work, such as drafting affidavits, answering interrogatories, preparing a statement of facts, and interviewing witnesses.

Third, in conjunction with the legislative committee, the LSU is responsible for all department legislation. This legislative committee is chaired by the Public Information Officer and the DYS Chief Counsel. This process consists of reviewing all proposed legislation before the General Court, maintaining close contact with legislators, drafting new legislation, and tracking progress of bills which would impact the department.

A fourth major area of concentration this year was the development of a new standard form agreement which was negotiated with the Massachusetts Council of Human Service Providers. The LSU is currently participating in a secretariat-wide effort to develop a new standard contract for all provider agreements. In addition, the LSU currently reviews all contracts signed by the Commissioner.

There has been an extensive commitment of time and energy by LSU staff to a number of committees and task forces, both internal and external, addressing issues relevant to DYS youth.

Groups on which LSU was represented included:

A. Internal

1. DYS Foster Care Standards Committee - Departmental effort to create standards regulating proper placement and maintenance in a foster care setting.
2. DYS Group Care Standards Committee - Departmental effort to create standards regulating proper placement and maintenance in a group care setting.
3. DYS Research Review Committee - Departmental effort to decide which requests for access to confidential materials for research should be honored.
4. DYS Rules Making Committee - Departmental effort to create a set of rules for staff to follow in daily contact with youths in our care.
5. DYS Secure Treatment Standards Committee - Departmental effort to create standards regulating the intake and treatment of youths at all DYS or DYS sponsored secure facilities.

B. External

1. Criminal History Systems Review Board - Decides policy regarding agency access to criminal records statewide.
2. Task Force on Secure Facilities - Established to identify the population and needs of that percentage of DYS youths needing secure treatment.

3. Executive Office of Human Services (EOHS)
Children in Need of Services (CHINS) Task Force - Created by the Secretary of Human Services to coordinate and monitor the transfer of CHINS detention from the Department of Youth Services to the Department of Public Welfare. Task completed July 1, 1977.
4. EOHS Contract Content Task Force - Created by Secretary of Human Services to produce a standardized contract acceptable to all Human Services agencies.
5. EOHS Emotionally Disturbed-Aggressive Youth Task Force - Created by the Secretary of Human Services to determine the size of this client population known to all state agencies and to make recommendations on their number and needs.
6. EOHS Fair Information Practices Act (FIPA) Committee - Created by the Secretary of Human Services to establish policy on access to confidential material within Human Services agencies.
7. EOHS Social Service Policy and Planning Committee - Created by the Secretary of Human Services to establish policy for all agencies within the Secretariat.
8. Roslindale Consent Decree Compliance Committee - Created by Federal Magistrate to oversee the compliance by DYS of the terms included in the consent decree arising out of the Roslindale suit.

II. Public Information Unit

The function of this Unit is public education. This is primarily achieved by:

1. Press Relations: Extensive press coverage by all media requires briefings with reporters and news personnel. Both editorial and newscasts on all major television networks focus on DYS activities. Also, 80 to 100 articles appear monthly in newspapers statewide. DYS's aim is to cooperate fully with the press to ensure accurate reporting. Press releases are issued on major events.
2. Community Relations: Occasional community opposition to deinstitutionalization threatens stabilization of the system of community-based treatment. DYS's basic intent is to ensure that communities have a full understanding of the reform movement.

A Speakers' Bureau is available to arrange for guest speakers at clubs, schools, concerned citizens' groups, etc. All requests for information, whether from students or public officials, are handled by this office.

3. Legislative Relations: As co-chairperson of the Legislative Task Force, the Public Information Officer is particularly concerned with lobbying. A concerted effort is made to keep legislators apprised of policy changes, new directions and potential difficulties. A major effort in 1977 was to fight revisions in the DYS statute, revisions which would have reverted DYS to a pre-1948 status.

In addition, this office has attempted to mobilize advocate groups into viable coalitions supporting the department.

4. National Inquiries: DYS's unprecedented reform movement has created a surge of inquiries from around the nation on the successes and failures of this experiment. Nearly three-quarters of the states contacted DYS in 1977. Everything from providing annual reports to accommodating individuals and groups on two- and three-day visits was requested.
5. International Inquiries: A long list of international figures and delegations from England, Ireland, Japan, Norway, Australia and other countries have reviewed the Massachusetts approach to juvenile corrections. Although economic, political and social differences mitigate against a wholesale adoption of the Massachusetts experiment their visits have produced an invaluable exchange of ideas and philosophies.
6. Commissioner's Public Appearances: The Commissioner's high visibility and accessibility to community groups, public officials, private vendors, and the media has added considerable credibility to the department. This Unit is responsible for pursuing and organizing speaking engagements and meetings with the aforementioned groups. A healthy momentum has been generated over the past two years for the Commissioner has been willing to exert time and energy in this area.
7. Inter-agency Cooperation: This Unit works closely with the Governor's and EOHS's legislative and communications offices, in an effort to disseminate information to communities, press and the legislature.

III. Investigative Unit

The function of this one-person Unit is to insure the proper care and treatment, safety and custody of all children who are referred to, placed by, or confined by the department, by investigating unusual and/or serious incidents, and reporting findings and recommendations back to the Commissioner.

DYS policy mandates that the following incidents be reported immediately to the Commissioner or his representative. (A written report is required within forty-eight hours.)

1. Whenever any occurrence takes place which is out of the ordinary and is potentially harmful to youth.
2. Whenever escapes occur that are unusual, harmful or possibly preventable.
3. Whenever a serious injury occurs, whether to staff or residents.
4. Any unexpected death, whether by suicide or accident.
5. Allegations of cruel or physical mistreatment.
6. Practices and procedures at a Unit which are not in the best interests of the children.

If the Commissioner determines that the Central Office should investigate further, the Investigative Unit is notified. During the period January, 1977 through October 31, 1977, the Commissioner referred 54 incident reports to this Unit.

As a result of the investigative findings of many of these incidents, DYS has instituted necessary changes to prevent future occurrences. In a few cases, staff have been terminated and programs closed.

IV. Advisory Board

Chapter 18A of the General Laws created this Committee. The Committee functions in an advisory capacity to the Commissioner. It meets on a monthly basis and has an Executive Secretary to coordinate its activities.

The Committee consists of the Commissioner of Youth Services, the Commissioner of Mental Health, the Commissioner of Education, the Chairman of the Parole Board, the Commissioner of Correction, the Commissioner of Probation, the Commissioner of Rehabilitation, the Chairman of the Massachusetts Commission Against Discrimination, the Executive Secretary of the Massachusetts Society for the Prevention of Cruelty to Children, and the Executive Secretary of the Massachusetts Committee on Children and Youth, of whom shall serve ex officios, and either other persons who are appointed by the Governor. Anticipating reorganization of childrens' services, the Committee was expanded in 1977 under Chapter 162 to include two ex officio members, the Commissioner of Welfare and the Director of the Office for Children. It also provided for a ninth gubernatorial appointment.

The functions of the Advisory Board follow:

- (a) It shall advise the Commissioner on policy, program development, and priorities of need in developing a comprehensive program
 - (1) for the treatment, rehabilitation and custody of juvenile offenders, and (2) for integration of the juvenile offender into constructive community life.
- (b) It shall review the annual plan and the proposed annual budget for the department, and shall make recommendations to the Commissioner thereto.
- (c) It shall advise on the recruitment policies of the schools in the department.
- (d) It shall submit an annual report in which it may propose legislation and present material for the education of the public.

- (e) It shall visit, at its discretion, every institution and facility within the jurisdiction of the department.

It has been recommended that the Board monitor the implementation of the recommendations of the Task Force on Secure Facilities.

Over and above its statutory responsibilities, the Board has negotiated with the department and Boston College School of Nursing to develop a program where undergraduate students work in group homes and community-based treatment centers presently under contract with DYS. The program is part of the student nurses' senior psychiatric nursing experience and is supervised by the Boston College Psychiatric Nursing faculty. Student nurses have been placed at Interfaith, Madonna Hall and DARE.

B. Deputy Commissioner

The Deputy Commissioner is responsible for the day-to-day supervision of all department units, except the three units mentioned above. Specific tasks include coordinating staff operations through the department's administrative divisions; directing cross unit projects and meetings, such as audit responses, goal statements, policy development, and program development; representing the agency at inter-agency and other meetings; supporting and directing Assistant Commissioners as they carry out their functions, and providing a second staff role with overall agency responsibility in order to facilitate effective departmental administration.

The seven units directly accountable to the Deputy Commissioner are: the Fiscal Affairs Unit, Personnel Unit, Planning Unit, Evaluation Unit, Bureau of Aftercare, Bureau of Clinical Services, and the Bureau of Girls' Services. The latter three are headed by Assistant Commissioners.

1. Fiscal Administration Unit: The Fiscal Admin. Unit's responsibilities include budgeting, external audit, financial data and analysis, and other central financial management functions.

Budgeting responsibilities involve assisting the Deputy Commissioner and other agency staff in the planning, development, and coordination of the annual department budget, as well as maintaining a day-to-day balance between appropriations and expenditures. This latter task requires occasional budget adjustments through account transfers and special budget requests.

External audits are conducted by two senior auditors, who undertake periodic audits of the largest purchase of service vendors, the intent being to provide assistance, to uncover potential irregularities in the payment system, and to insure financial contract compliance.

Financial data and analysis involves weekly and quarterly statistical reports to support current program management and to aid long-range planning. Their functions also include the capital outlay program, which concerns renovations and additions to secure facilities; purchasing; accounting; payroll; and internal audit.

This Unit is located in both the Central Office in Boston and in satellite centers at Lancaster and Springfield. The trend over the past several years has been toward the consolidation of fiscal management in Boston. The phase-out of the Lancaster field business office is expected to be completed within two years, resulting in a more efficient and streamlined payroll and payment processing system.

2. Personnel Unit: This Unit is responsible for a range of services and duties that impact on personnel practices. These include employee relations, collective bargaining representation, affirmative action, administration of Commonwealth union contracts, the development and implementation of performance evaluation, the control of position allocation, and the integration of major departmental payrolls with the personnel processing unit.

In the past year, the Unit has implemented a thorough performance evaluation system for all staff dealing directly with youth. This tool has been an effective management and training instrument for staff in developing their skills and strengths. A projected goal is to expand this evaluation system to include effective management training for administrative heads and staff at Central. This system has been noted by EOHS as one which might serve as a possible prototype for the rest of the state.

In the area of employee and labor relations, the Commonwealth and the union coalition (the Alliance), which represents the majority of department employees, entered into a three-year pact. The longevity of this contract will help the state and the union to develop a sound and accountable employee relations system.

This Unit is initiating the development of: orientation programming for new staff; affirmative action goals and achievement of those goals; and computerization and centralization of all payroll accounts.

3. Planning Unit: This Unit has served in a general supportive capacity for operations in five basic areas: budget, grant procurement, inter-agency linkages, program development, and technical assistance. The Unit is now tiny, LEAA funds having been exhausted, and is unconscionably overloaded in terms of work and expectations.

The Unit performed the agency's needs assessment and developed the Department's priority statement for the budget process. This resulted in the budget being more truly reflective of the department's goals and objectives.

Grant procurement was improved by the development of systematic tracking and procurement procedures. They focused on identifying funding sources, developing program concepts, and writing proposals. Twenty proposals resulted in the acquisition of \$2.3 million from LEAA, CETA, and education grants. A major new thrust was made in the area of restitution program designs.

In the area of inter-agency linkages, as coordinated by this Unit with the Departments of Education, Manpower Affairs, and Public Health's Alcoholism Division, more appropriate placements to DYS youth were effected. As a result of numerous inter-agency committees, plans and programs were developed for assuring the delivery of high quality educational services. Work with Manpower Affairs has resulted in a coordinated approach to developing model programs and gaining constructive employment and training opportunities. With the Division of Alcoholism, DYS's Planning and Clinical staffs have joined forces and begun development of a long-range research and educational initiative, while concurrently implementing pilot training experiences in secure units.

A key priority for DYS and EOHS is the overcoming of service gaps for youth. The department's efforts have been closely related to the overall Human Services effort as exemplified by the Area Strategy

Project. The goal of this Project is to bring coordinated state social services to each of 40 geographical areas.

Program development efforts include both long- and short-range initiatives. The Commissioner has identified family-related services as a long-range priority. The development of youth treatment models which strengthen family structures were begun in 1977. Short-range development focused on employment and restitution. Pilot projects began in Woburn and Lowell and will begin soon in Cambridge and Somerville. Positions for a restitution and an employment coordinator were secured through grant funds from LEAA and Manpower Affairs. The department will fill these positions in 1978. The collaboration between the Justice and Employment sectors is an important breakthrough for DYS youth.

Technical assistance was provided on a limited but continuous basis to increase service capabilities by DYS providers. A detailed technical assistance proposal was developed and will, hopefully, be implemented in 1978.

4. Evaluation Unit: The need for professional evaluations of those services purchased became apparent shortly after closing the institutions. In September, 1972, the central Evaluation Unit was created to meet that need. The E.U. is charged with the task of conducting thorough, comprehensive evaluations of all programs servicing DYS youth.

In order to ensure that evaluations are of the highest possible quality, each evaluation team is made up of persons of diverse skills and backgrounds. Teams are composed of E.U. members, DYS regional personnel, personnel from Office for Children and other agencies, as well as selected lawyers, educators, clinicians, and professionals in the child care community.

A team usually spends up to two weeks in a program, performing both qualitative and quantitative assessments. Evaluations are conducted with the help of guidelines and standardized questionnaires developed by the E.U. to ensure consistency in its work. While on site, team members interview all DYS youth, program staff and administrators, and observe all aspects of the program. In addition, other persons who are able to provide relevant information, including community residents and DYS personnel, are interviewed. Also, program and DYS records are examined and statistically analyzed. The team spends between 150 to 200 person/hours in each program evaluated.

When the on-site work has been completed, team members collaboratively write the evaluation report. Upon completion, the director of the evaluation program may request a feedback meeting to discuss the report with the evaluation team. The program director may also submit a written statement which is attached to the report. At this point, the report becomes a public document, available to anyone upon request. Reports have been requested by, outside of DYS, lawyers and legal service agencies, probation officers, legislators, university faculty, program staff and youth, and private citizens.

The Unit is too small and its mandate too large. E.U. has lost personnel due to reductions in LEAA funding. Because of E.U.'s small size, an insufficient number of programs are evaluated annually, often (but not always) only those programs which seem to be experiencing some difficulties. Were the E.U. larger, all programs would be evaluated annually, and the sense of "crisis" around certain evaluations mitigated. This situation has been alleviated somewhat due to the growth of our monitoring capacity.

5. Bureau of Aftercare: The Bureau of Aftercare, under which fall the regions, is one of the operational branches of the department. With the exception of Secure Facilities and Girls' Services, all functions which relate directly to child care are encompassed in regional operations. Administrative standards and goals are developed centrally in collaboration with regional offices as they relate to improved client services.

The Bureau is headed by an Assistant Commissioner, and it is divided into five functional components: the Regional Management Unit, Training Unit, Office of Management and Budget, Data Processing and Grants Management Unit, and the Title I office.

(1) Regional Management Unit

The Regional Management Unit was formed in January, 1977. Its primary task is monitoring and evaluation of DYS regional operations and the various systems with which they function. Since the Management Unit works in a staff capacity to the Assistant Commissioner, any changes in the regional structure must be cleared through that office prior to actual implementation. Some of the specific areas of concern are the following: (a) business practices; (b) detention services; (c) client calls; (d) personnel practices; and (e) community and court relations.

The Unit was staffed by three people who could not only act as monitoring agents but who through their past experience in the department could act as a technical assistance unit to the various regional offices and in some cases to regional programs around specific areas of concern.

The major task the Unit has undertaken to this point has been the Casework Management Project. This Project, upon completion, will become one of the basic tools in the development of a standardized statewide system for the direct delivery of services to DYS clients. It will also provide DYS caseworkers with a clearly defined statement regarding their own role in DYS as well as the Department's expectations of them. The target date for completion of the entire task is mid-February, 1978.

(2) Training Unit

This Unit was incorporated into the Department in September, 1976, for the explicit purpose of developing and providing pre-service and in-service training for the staff of DYS.

When Commissioner Calhoun took office, DYS had no training component. Because the state budget had no provision for training, the Commissioner raised over \$30,000 in private funds to hire a Director of Training and provide scholarship money for staff to take courses at Middlesex Community College.

During the first year that this Unit was operational, it accomplished the following:

- a. Applied for and was granted a \$125,000 LEAA grant to do management training at DYS. The management training project is now underway.
- b. Developed an on-going, 80-hour pre-service training program at Roslindale, which is soon to expand to all secure detention and treatment units. Bi-weekly in-service training also occurs at Roslindale.
- c. Provided a 10-week (once per week) course in supervision for all regional casework managers.
- d. Reorganized the contract with Judge Baker Guidance Center so that it now focuses almost

exclusively on training. Judge Baker now provides clinical consultation and training in the regional offices.

- e. Established DYS as a field placement agency for Boston University School of Social Work.
- f. Established a committee to write an orientation manual for all new staff. This manual is near completion.
- g. Administered workshops on various topics, including reality therapy, women working with adolescent girls, and the mentally retarded juvenile offender,
- h. Began monthly training sessions for program monitors.
- i. Arranged for staff to attend outside courses and workshops relating to work with youth.

Training has provided a tremendous morale boost for staff. In 1978, the primary focus will be line staff, caseworkers, and resource developers. Continued effort will be given to the pre-service and in-service training programs that we began this year, to improve them and to make sure that training remains firmly in place at DYS.

(3) Office of Management and Budget

This Unit was formed in May, 1976 for the purpose of reviewing proposals and analyzing budgets of all residential and non-residential purchase of service programs presently funded by the department and for those programs that seek funding.

Proposals and budgets are initially reviewed by the region and then submitted to the Unit for final analysis to ensure that budget items are within reason and are consistent with similar type programs.

When the review is completed, a meeting is held with both regional and program personnel. If there are any problem areas in the budget, this meeting is used to resolve them.

After agreement is reached by all parties, the proposal and budget is submitted to the appropriate DYS personnel for approval and signatures.

A very necessary part of the Unit added in fiscal 1977 was the regional program monitoring system utilizing the capabilities of regional

monitors to carry out the task. The monitoring reports are used as an integral part of the negotiation process when existing programs come due for renewal. This provides the Unit with valuable data as to how programs have met their obligations during the period of their contract.

In order to aid providers and to standardize the process, the Unit has developed a budget manual for use by residential and non-residential programs. This manual contains all the necessary budget forms and instructions on how they are completed so that there is a consistent format in all proposals and budgets submitted to the department. The use of a uniform method provides the Unit with the capability of professionally reviewing material submitted.

At present the department has over 100 contracted programs (although our youth are placed in roughly 175 programs). Of this number, approximately 80 have been reviewed by the Unit. In addition to new programs which may be submitted, the existing programs are reviewed at least once a year as they are considered for continuation and refunding.

The decision to terminate any contract is the function of the region, the central administration, and finally, the Commissioner. This Unit acts in an advisory capacity and if there are any inconsistencies in its review of program data, the region and central administration are made aware of this fact so that appropriate action can be taken.

By utilizing a standardized system, the net result has been to effect savings and more efficient spending for the department. A few programs which have been consistently out of line relative to various budget items and have been underserving DYS youth have been recommended for termination. In other cases, programs which have excessive budget items have been cut back so that their costs are in line with similar programs. Programs that were underfunded have thereby had sufficient increases to function more effectively. As the capabilities of the Unit expand, more worthwhile assistance can be made available to regions and providers. This will guarantee the department the maximum amount of services for the monies invested in programs.

(4) Data Processing

The function of the Data Processing Unit is to gather and record for reporting purposes data on client movement and descriptive material relating to each client. It is the responsibility of this Unit to take such action as is necessary to insure the highest possible degree of timeliness and accuracy of reporting of this information by the regional offices. Also, this Unit utilizes the data to produce tapes which bring us monthly Medicaid cards for clients, reports that are used to verify residential and non-residential billings, Title XX reimbursement claims, and a variety of management reports, including: census, client flow, age analysis, and special counts of various events, activities, and statuses.

This Unit has suffered from underfunding and an unclear mandate. The LEAA management grant will devote a great deal of effort to this area in 1978 in order to give DYS a data system relevant to and usable by management, caseworkers and fiscal personnel.

(5) Grants Management and Accounting

The function of the Grants Management Unit is to provide for compliance with federal grantor rules and regulations pertaining to the use of grant funds. Accounting, budgetary control, and expediting approval processes are the principal responsibilities of this Unit. Processing of invoices, preparation of documentation, record keeping, provision of technical assistance in these areas, and budget development are the major activities required to meet these responsibilities. This Unit maintains administrative liaison with grantor agencies and state administrative units who must furnish required approvals.

(6) Title I

The Title I program is funded by the Office of Education (HEW) through the Elementary and Secondary Acts of 1965. The legislative intent of 89-10 of the Amended Acts of 1965 mandates basic educational services of a supplemental nature to a specific target population. This population must be in the custody of a state agency whose function

is the care and custody of delinquent or neglected children, must be living in a residential facility with an on-going state supported education program and must be identified as educationally disadvantaged. The granting agency, the Massachusetts Department of Education, closely monitors the eligibility of all facilities and children served and has approved the eligibility of 23 residential sites across the state, housing a population of approximately 517 eligible students.

In the last year, the Title I office has accomplished four specific goals which will ensure both the continued funding and the programmatic integrity of the grant.

First, it has provided its master teachers with a training program conducted by the Harvard Graduate School of Education in the following areas:

1. Diagnostic testing and individualized prescriptive educational planning
2. Curriculum design from the interdisciplinary developmental perspective:
 - a. Reading, Language Arts, Communication
 - b. Social Studies
 - c. Theater Arts, Photography, Video
 - d. Career Awareness
 - e. Math, Science
3. Evaluation Procedures
 - a. developmental
 - b. standardized
 - c. criterion referenced
4. Group based developmental intervention techniques.

Second, it has initiated programmatic contracts with all eligible sites to ensure that "in house" state-supported educational programs of quality are in place and that the roles and responsibilities of both site personnel and Title I staff are clearly understood; and that pre- and post-testing will be completed.

Third, it awarded its outside evaluation contract to the Harvard Graduate School of Education. This was done to ensure that the training provided to each of the Title I staff be implemented on a day-to-day basis. The contract calls for extraordinary monitoring and technical assistance responsibilities on the part of the evaluator and resources.

Finally, Title I established a career ladder for its teachers by transferring its core personnel from the consultant 03 category to the state 02 personnel category.

6. Bureau of Clinical Services: During this past year, this Bureau has realized some success in moving away from the "crisis atmosphere" which has controlled it for the past several years.

This Bureau is headed by an Assistant Commissioner, who oversees the Secure Treatment and Secure Detention Units. There are currently four secure detention programs (92 slots) and three secure treatment programs (49 slots) operating state-wide. Prior to this year, the Bureau's attention had been almost totally consumed in stabilizing this system, thereby making it almost impossible to carry out in depth system planning, standard setting, and program development. However, with the stabilization in the system (i.e., reduction in crisis incidents, escapes, etc.) considerable time and effort has been devoted to planning and actual implementation of policies and procedures.

Two forces, namely, the Roslindale Consent Decree issued by the Federal District Court, and the Task Force on Secure Facilities contributed significantly in aiding this Bureau to identify and establish priority areas of concentration in secure detention and secure treatment. Without their input, it is highly unlikely that the progress experienced this year would have been realized. *

While the Roslindale Consent Decree specifically addressed problems at that facility, it has begun to impact the entire detention system. Many of the standards set forth in the Decree have been implemented now in the other three facilities.

* The Issue of Security in a Community-Based System of Juvenile Corrections, Final Report,
L. Scott Harshbarger, Chairman - November, 1977

Planning is currently underway to develop system-wide hiring procedures, in-service training, and closer coordination with regions in assessing childrens' needs who are currently in our detention system.

Because of the closing last year of many group homes, the secure detention system is averaging approximately 60% committed children; only 40% are pure detention. During the latter half of the year, this Unit recognized this significant shift in the composition of our detention population and began addressing possible programmatic shifts which need to occur to deal with this reality. At this point, secure detention is being abused. With the opening of new group homes and secure facilities, this situation will be significantly alleviated in 1978.

This year has also seen considerable planning pressure exerted on the Secure Treatment Unit, primarily by the Task Force's recommendations. Their recommendations covered several areas of functioning (intake, placement, nature and content of secure programs, staff quality, management and organizational issues), with specific recommendations for each. A major highlight of the report was the recommendation that the number of secure treatment placements be increased from its present 49 positions to no more than 100-130 positions (exclusive of Mental Health).

Towards meeting this recommendation, a considerable portion of time has been devoted to locating suitable sites for opening three (3) new programs. The problems involved in the search, obtaining community approval, negotiating with other state agencies, have slowed down our having these new programs in operation by the end of the year.

Soon after the first of the year, two new programs will open, one on the grounds of the Westboro Hospital and the other on the third floor of the Roslindale Unit.

As with the Detention Unit, the Secure Treatment Unit made considerable progress this year in further refining its policies, procedures and standards. A highlight was the development of a comprehensive aftercare procedure with clearly articulated aftercare planning points, starting

with the day the child enters a secure program to the week before he is scheduled to leave. Previously, there had been no after-care planning for youths exiting from secure treatment. Currently, the combined budget for secure programs (i.e., secure detention and treatment) is slightly over \$3 million, with an increase of \$1.2 million this fiscal year for new programs.

This year saw the start-up of three new programs. First, the unit was able to establish with Tufts New England Medical Center a medical unit housed at Roslindale, which will provide medical services to Roslindale and several other units. A unique aspect of this program will be the provision of training/consultation to DYS regional caseworkers.

Second, a program for youth on Bindover status, modeled on the Outward Bound concept, designed to provide services to twelve (12) children awaiting Superior Court hearings became partially operational during the year. However, because of renovation complications, full implementation has been delayed.

Third, an aftercare program operated in conjunction with Massachusetts Halfway Houses, Inc., is operational for carefully selected children leaving our secure treatment programs.

In addition, this Bureau has worked collaboratively with the Department of Mental Health in the development and opening of its regional adolescent units. Currently, DYS has twenty-six (26) children in the five DMH programs.

During the latter half of the year, this Bureau was reorganized to more effectively address the needs (planning, standard setting, policy development, and improved clinical services) confronting the unit. And while we are not yet completely out of the "crisis atmosphere" which has for so long been symptomatic, nevertheless considerable progress has been made. The next several months will be a critical period for us. New programs will have to be developed and existing programs will have to be reviewed, modified, and/or changed. The task before us, not an easy one, is maintaining and solidifying the emerging stability while at the same time bringing about changes.

7. Bureau of Girls' Services: * In order to affirm its commitment to quality programming for girls, the department brought on board an Assistant Commissioner for Girls' Services in March, 1977. In her needs assessment, the new Assistant Commissioner reported that:

- a. No secure treatment slots existed for girls in the whole state;
- b. Although girls comprised 15% of the DYS population, they were absorbing 18% of the budget; high costs came primarily from overly long detention stays and placement in expensive psychiatric settings, when no other placements existed.
- c. Most DYS girls were either in foster care or on the run. Few structured residential settings were open to these girls.

The new Girls' Unit, then, focused on a major priority of program development.

By 1977, judges, private service providers and DYS caseworkers were stressing the need for secure treatment facilities for aggressive and severely troubled DYS girls. The Department committed funds to this purpose and over the year two new facilities were developed. Cameron House, located in Cambridge, opened in the fall of 1977 and was funded by central DYS monies. With Federal start-up support, Proctor II prepared to open by the end of 1977.

These programs were based on the concept of intensive one-to-one relationships as a means of holding and serving difficult girls. An after-care component enabled girls to move into the community, followed by the consistent person who first helped them stabilize.

In addition to new secure facilities, the Girls' Unit stressed the need for structured group homes. Two such facilities, one in Roxbury and one in western Massachusetts, were planned.

New monies were brought to bear on the girls' arena. The half million dollar Federal (LEAA)

* Also described under III D. 5.

Discretionary Girls' Grant was put into full operation. Programs funded under this money included: independent living; specialized foster care; and an advocacy center. In the summer of 1977, the Girls' Unit made application for extended Federal support of these individual programs and sought new monies under this Grant for a group home model and a family work project.

Match money from the Division of Special Education was used towards innovative educational programming to meet DYS girls' special learning needs. The focus of Special Education money was on girls whose running behavior prevents them from exposure to any educational setting.

In addition to program development, another major focus to the Girls' Unit was that of monitoring and evaluating existing girls' programs. The Unit's Administrative Assistant closely supervised the Federal girls' programs. The Assistant Commissioner drafted a concept paper discussing the national implications of Massachusetts efforts to create community alternative for female offenders.

Finally, the Girls' Unit played an important role in providing training and support for DYS caseworkers who work with girls daily. Caseworkers seeking new options for DYS girls turned to the centralized unit for resources and treatment settings. In the fall of 1977, the Girls' Services Advisory Board, composed of agency representatives and state officials, organized a providers conference so that people working with girls might gather to share need and ideas.

F. External Influences

Four significant factors will (in one case, could) have an impact upon the nature of DYS's administrative structure--even its existence as an agency.

The first is the LEAA-funded management study, the essential thrust of which is to tell DYS how to better manage a deinstitutionalized, decentralized system. DYS is a long way from the time when it was comprised of small, autonomous units which were hardly coordinated. The agency, although now more of a coherent whole, still has some problems. The management study should augment current DYS management reform efforts.

The second occurrence is area based planning. This initiative, launched by EOHS, attempts to coordinate Human Service planning in each of the state's 40 geographic areas. Its basic aims are: better utilization of existing services; avoidance of duplication of effort; creation of less confusing service pathways for clients; and development of cooperative state plans based on locally perceived client needs. Area planning places a great burden on an agency the size of DYS, which is not area organized. But we have found through the initial area meetings that common needs have been identified, some resources have been shared, and some joint planning begun.

The third occurrence is the proposed reorganization of childrens' services. The "reorg" debate has been swirling in Massachusetts for three years. It reached the peak two years ago when a Bill recommending merger between DYS and the OSS Division of Welfare was defeated (OSS excludes assistance payments and includes such functions as CHINS, adoption, care and protection, and day care).

The reasons behind childrens' reorganization are manifold. Some feel it is a way to save money. Some feel it will avoid service duplication. Some feel it will mean additional services for children and families, and to others the creation of a single agency will mean greater accountability.

Suggested models for reorganization range from administrative reorganization--a position which leaves current agency mandates intact but strengthens interagency working agreements--to a complete reorganization which would merge all of DYS and OFC with parts of Welfare, Mental Health, Public Health, Education and the Mass. Rehabilitation Commission. Other models fall in between these extremes.

DYS opposed reorganization in 1976. We simply had too many internal problems to saddle ourselves with the bureaucratic nightmare of reorg. In calendar 1977 we cautiously endorsed a merger with the OSS Division of Welfare. It should be noted, however, that many DYS staff and the Advisory Board were opposed. (The opposition was based primarily on the fact that they did not wish to see DYS improvements swallowed up or compromised.) The position of the Commissioner in 1978

remains that of 1977, assuming certain factors are taken into consideration. Some (but not all) of these factors are:

1. that the service delivery units be small; that there exist as little bureaucracy as possible between client need and agency response.
2. that service units be as locally based as possible.
3. that regional or area directors have budgets to purchase services from programs and for individuals. Centralized budgets decrease caseworker accountability and caseworker morale. Area budgets provide flexibility, speed of response, and accountability.
4. that services support both children and families.

This barely touches the discussion of reorganization. John Finnegan, Chairman of House Ways and Means, is having the entire issue studied now by a special Task Force. He intends to have a report delivered to him in time to draft legislation--if legislation is called for--before the end of the fiscal year. The question about reorganization remains hotly debated.

The fourth occurrence is the work of the Legislative Committee on Post Audit and Oversight. Their comprehensive report in 1974 on DYS management supported the deinstitutionalization principle but sharply criticized the manner in which it was being implemented. They cited problems, such as lack of policy, lack of program and personnel standards, insufficient number of secure placement settings, inadequate evaluation and monitoring, etc.

Post Audit has issued two reports since Commissioner Calhoun has been in office. Both reports cited areas of deficiency, e.g., poor data system, insufficient number of secure placement settings, lack of standardized intake procedure, lack of standardized casework management principles, etc. However, Post Audit has recently publicly acknowledged the current progress within DYS and has commended the Commissioner on what has been done. Their criticisms, however, remain.

Post Audit is serving as a valuable and effective critic of present DYS efforts, and they have helped suggest solutions in certain areas of difficulty.

G. The Regions

Region I

Region I covers the western third of the state. It has the largest geographical area of any region, encompassing four counties (Hampden, Hampshire, Franklin, and Berkshire) with a combined territory the size of Rhode Island. Most of its 102 cities and towns are small and rural. The region services 14 district courts, four superior courts, and one juvenile court. The 14 district courts are in Lee, Pittsfield, North Adams, Great Barrington, Williamstown, Adams, Greenfield, Orange, Chicopee, Holyoke, Palmer, Westfield, Northampton, and Ware. The four superior courts (one for each county) are in Pittsfield, Greenfield, Springfield, and Northampton. The one juvenile court is in Springfield. The regional office is in Springfield.

Clients Served

Region I services an average daily population of 292 youth. About 75% of this total are court commitments, with 15-20% on detention, and 5-10% on referral. The Springfield Juvenile Court provides the largest number of cases with the Holyoke district a distant second.

Youth are placed in a diverse set of program prototypes. The following is a breakdown of types of programs, with an average daily population for each:

Shelter Care	27
Secure Detention	7
Secure Treatment	5
Forestry Camp	3
Group Care	19
Contracted Foster Care . . .	31
DYS Foster Care	5
Residential Schools	5
Non-residential Schools . . .	92
Casework Supervision	98

Residential programs utilized include the Westfield Detention Center, the Center for Human Development (both detention and long-term foster care), the Advocate Program at U. Mass. (Amherst), Our House (group home in Greenfield), the Brewster Forestry Camp, ten individual foster homes, and NAJ-NAH (a DYS-DMH program for seriously disturbed youth). Non-residential services include work

programs, casework and counseling services, family therapy, community outreach programs, clinical examinations, and intensive supervision.

Budget Data

Region I works with an annual budget of approximately \$1.65 million. The following is a breakdown of weekly expenditures:

Purchase of Service

Group Care	\$5160
Contracted Foster Care	2810
DYS Foster Care	260
Residential Schools	590
Non-residential Services	<u>7180</u>
	\$16,000

Fixed Cost

Shelter	\$7840
Secure Detention	4530
Secure Treatment	2580
Forestry Camp	<u>350</u>
	\$15,300

Organization

Region I employs 24 persons. They are organized into five units, with central coordination provided by the Regional Director and his Assistant. The Casework Unit is headed up by two casework managers, each supervising several caseworkers. The Placement Unit consists of two supervisors, a psychologist (staffed through a contract with the Center for Human Development), a statistician, and a transportation specialist. The Monitoring and Contracting Unit is responsible for insuring program accountability. The unit includes a person with liaison responsibilities to the Office for Children and Special Education (Chapter 766). The Program Development Unit emphasizes the development and effective use of community resources. It includes a specialist in foster care and volunteer services. The Business Unit comprised of an administrative assistant, a bookkeeper, and two clerks, is responsible for office operations.

1977 Accomplishments and 1978 Goals

1977 realized a necessary reorganization in Region I. A new Regional Director and Assistant were appointed and many other workers were reassigned to positions more appropriate to their training. A Placement Unit and a Monitoring and Contracting Unit were created, and casework supervisors were installed.

Other accomplishments include a decrease in caseloads, brought about by holding private vendors directly responsible to supervisory staff for some youth; an expansion of services in previously under-serviced Berkshire county; a decrease in bind-overs (down to two as of June 30); the institution of clinical interviews for all committed youth, including a full assessment where such a need is indicated, and/or requested by the courts; and improved relations with the courts as the region has been able to meet more of their requests for services and security.

Program development will be central to further progress in 1978. The region hopes to hire a full-time, experienced program developer. Specific programs envisioned are a girls' program with Region II, a CAP residential program, a forestry camp in Franklin County, a foster care program in Berkshire County, and a family therapy program. Region I also hopes to make further inroads in collaborative efforts with DMH and to begin planning for a regional shelter care unit. These program efforts should decrease the need for out-of-state and out-of-region placements; and when coupled with improved court liaison work, decrease the number of commitments and recommitments. Two other goals for 1978 are improved staff training in the areas of management, supervision, casework, foster care practices, and family counseling; and the relocation of the regional office.

Region II

Region II is located in the east-central area of the state and consists primarily of Worcester County. It stretches from the Connecticut border in the south to the New Hampshire border. The area includes 60 cities and towns and has an overall population of approximately 600,000, with a school-age population of 150,000. Economically and socially, Worcester County is a mixture of older industrial centers, suburban

residential areas, and rural communities. Population is most highly concentrated in the industrial areas of Worcester, Fitchburg, Gardner, Leominster, Milford, and Southbridge. The region services eleven courts--Fitchburg, Gardner, Leominster, Athol, Winchendon, Milford, Westboro, Uxbridge, East Brookfield, Dudley, and Worcester Juvenile. The regional office is located in Worcester.

Clients Served

Region II services an average daily population of 205 youth. This number breaks down as 165 commitments, 5 referrals, and 35 detainees. On a yearly basis, the region receives approximately 85 new long-term commitments, 10-15 referrals, and 1500 short-term detainees. The Worcester Juvenile Court accounts for the largest number of admissions, with 50% of all admissions coming from this urban court. This compares with the 35% that come from Northern Worcester County (Fitchburg, Gardner, Leominster, Athol, and Winchendon Courts) and the 15% that come from Southern Worcester County (Milford, Westboro, Uxbridge, East Brookfield, and Dudley Courts).

Region II uses a blend of direct services and purchased services, with each service chosen to best meet the needs of the youth and the Commonwealth. An overview of client placements and services utilized, with an average daily population for each, would be as follows:

Shelter Care	15
Secure Detention	12
Secure Treatment	8
Forestry	4
Contracted Foster Care	26
DYS Foster Care	23
Group Placements and Residential Schools	22
Non-residential Services	50
Casework Supervision	30
Other Services	20

Primary services, programs, and facilities utilized include: Diagnostic Services--purchased from Judge Baker Guidance Center and Worcester Childrens Friend Society; CAP Intake and Screening Program--a contract service to handle all detention admissions from the police and the courts; Worcester YMCA Shelter Care Facility for up to 15 boys awaiting court appearances or placement plans; Westfield Secure Detention Center where Region II has access to nine beds for boys in need of security while on detention or while awaiting placement plans; CAP Foster Care Program, a contract

service for 12 short-term foster homes for boys and girls awaiting court appearance; Childrens Homes of Worcester, a contract service to provide 12 homes for long-term girls and boys; CAP Outreach and Tracking Program, a contract service to provide non-residential supportive services to 50 youngsters at home or in DYS foster homes; 25-30 DYS foster homes for long-term boys and girls which are recruited, maintained, supervised and paid directly by the regional office; Secure Treatment where Region II has access to six beds for boys at the Worcester, DARE Chelmsford, and Greater Boston YMCA secure treatment programs. Region II also utilizes various group homes, residential schools, and therapeutic communities across the state as placements for clients.

Budget Data

Region II operates on an annual budget of slightly over \$1.2 million. The following is a breakdown of weekly expenditures:

Purchase of Service

Group Care	\$4000
DYS Foster Care	1000
Contracted Foster Care	2500
Non-residential Services	<u>4300</u>

\$11,800

Fixed Cost

YMCA Shelter Care (Boys)	\$3000
Secure Detention (Boys)	2100
Intake and Screening	2000
Secure Treatment (Boys)	2000
Forestry	1000
Girls Secure Services	<u>1500</u>

\$11,600

In terms of organization, Region II employs 24 persons, who perform tasks ranging from administration, casework, monitoring and evaluation, inter-agency liaison work, bookkeeping, and clerical support. In addition, 17 persons are employed to operate the Worcester YMCA Shelter Care facility, which is managed by the regional office. Regional staff are organized into six units: Placement, Casework Management, Detention, Non-residential Services, Resource Development, and Business. The organizational structure is

designed to realize four goals: to develop, deliver, and monitor optimum services for clients; to maintain fiscal accountability and cost effectiveness; to maintain agency-to-client accountability; and to provide an on-going link with the community.

1977 Accomplishments and 1978 Goals

1977 saw a concentrated focus on broadening the range and improving the quality of services available for youth. Emphasis was placed on improving the internal organizational structure, on developing better program monitoring and evaluating techniques, and on enhancing diagnostic skills of staff through training and outside consultation. A new director was appointed at the YMCA Shelter Care Facility, with a resulting stabilization of that program, as well as improved service delivery. Community relations profited from the continued efforts to utilize regional staff as liaisons to the courts, police, schools, and other community agencies.

1978 goals focus heavily on program development. The region hopes to develop a secure treatment facility for seriously disturbed adolescents with DMH, a small facility for girls with Region I, a jobs program, and an Adolescent Alcohol Program with the Division of Alcoholism. Other goals are increased cost sharing with local school departments under Chapter 766, and continued staff training and development.

Region III

Region III is located northwest of Boston and encompasses most of Middlesex County. It includes 39 cities and towns, of widely varying character, from the highly urbanized (Cambridge, Somerville) to the suburban (Waltham, Woburn), to the relatively rural areas along the New Hampshire border. The region services seven court districts: Lowell, Ayer, Woburn, Concord, Waltham, Cambridge and Somerville. The regional office is located in Concord.

Region III services an average daily population of 232 youth. The bulk of this number are court commitments, with smaller numbers of court referrals and detainees. The Lowell area generates 50% of the region's clientele through the Lowell Court.

The region has over 40 separate placement options, depending upon the needs of the youth. All committed

youth are held in reception at either a shelter care facility, temporary foster home, or secure detention facility, pending a thorough evaluation prior to placement. Most youth have had earlier contact with the department through casework services provided by the court liaison program. The following is an overview of the types of services utilized by Region III, with an average daily population for each:

Shelter Care	17
Secure Detention	13
Secure Treatment	5
Forestry Camp	3
Group Care	33
Residential Schools	2
Contracted Foster Care	23
DYS Foster Care	3
Non-residential services	55
Casework Supervision	78

In each of these categories there are a range of programs: Shelter Care options are at DARE Mentor and Shelter Care, Challenge, and Northeast Family Institute; Secure Detention options are at Brockton Y (Girls), Roslindale, Danvers, Taunton, Charlestown Y (Girls), and Pelletier; Secure Treatment; Forestry; Group Care Programs utilized include U. Mass. Advocates, Alpha-Omega, Anker House, Bethany Acres, The Bridge, Charlestown Y, Communities for People, DARE Hastings House, DARE Cambridge House, DARE Girls' Residential, The House, Marathon House, Penikese Island, and Revival House; Residential Schools used are Austin Cate and Avalon; Contracted Foster Care is through Anker House, CAP Foster Homes, United Homes, and Concord Family Services; there are 12 DYS Foster Homes; Non-residential include CAP Counseling, Catholic Charities, DARE Girls' Counseling, Farr Academy, Institute for Family Learning, North Charles Workshop, and Project Insight.

Region III works with a yearly budget of approximately \$1.25 million. The following is a breakdown of weekly expenditures:

Purchase of Service

Shelter Care	\$630
Group Care	5750
Contracted Foster Care	2110
DYS Foster Care	560
Residential Schools	240
Non-residential Services	<u>3710</u>

\$13,000

Fixed Cost

Shelter Care	\$3670
Secure Detention	5110
Secure Treatment	2120
Forestry Camp	<u>500</u>

\$11,400

Organization

Region III employs 28 persons. The staff is divided into five functional units. The Administrative Unit, consisting of the Regional Director and his Assistant, is responsible for overall administration. The Resource Unit is responsible for developing new programs and monitoring and evaluating existing programs. The Placement Unit is responsible for placement decisions. The Casework Unit is responsible for direct client services, including school placement (Chapter 766), family stabilization, placement recommendations, court involvement, monitoring of purchase of service placements, job procurement, and transportation of youth when necessary. With 16 employees, this is by far the largest unit. The Business Unit is responsible for all paper flow and communication from and to the field workers.

1977 Accomplishments and 1978 Goals

In 1977, Region III coordinated the opening of restitution programs in the Lowell, Woburn and Somerville Courts; doubled the capacity of the successful Alpha-Omega Group Home; and laid the groundwork for the establishment of a regional adolescent unit with DMH for seriously disturbed youth. These program developments were complemented by three administrative improvements: training procedures for new caseworkers were strengthened, the case review process was revamped, and a color-coding scheme was implemented for casework files.

Program development will again be a crucial focus in 1978, with particular emphasis on opening the unit for disturbed youth. A second emphasis will be on improved family counseling services. And the region hopes to expand its limited office space so as to enhance job performance.

Region IV

Region IV covers the North Shore area of the state, stretching from the Boston area (East Boston and Chelsea) to coastal towns (Gloucester and Salem) to the New Hampshire border. It encompasses all of Essex County and towns and 12 courts: Amesbury, Chelsea, East Boston, Gloucester, Haverhill, Ipswich, Lawrence, Lynn, Malden, Newburyport, Peabody, and the Essex County Superior Court in Salem. The regional office is located in Middleton on the grounds of the Danvers State Hospital.

A unique aspect of Region IV is the fact that it maintains a shelter care facility within the same building as its regional office. This arrangement lends itself to close supervision of the program as well as daily contact between regional staff and direct services.

Clients Served

Region IV services an average daily population of 294 youth. Over 80% of this number are court commitments, with 10-15% on detention, and a smaller number coming in as court referrals. The Haverhill Court provides the largest number of commitments by a significant margin. The Lawrence and Lynn Courts are second and third. Last year, one court (Ipswich) made no commitments.

Region IV youth may be placed in a broad range of program prototypes. The following is a breakdown of types of programs, with an average daily population for each:

Shelter Care	18
Secure Detention	12
Secure Treatment	3
Forestry Camp	4
Group Care	24
Contracted Foster Care	73
DYS Foster Care	3
Non-residential Services	112
Casework Supervision	50
Inactive	5

Each of these categories represents a variety of services. For example, residential programs include: 735 House, a coed group home; Alpha Omega, a group home for boys; U. Mass. Advocates, a program that begins with shelter care and, when the youth is ready, leads to 1:1 matching with an advocate in his home; St. Vincents, a large residential school; Baird Center, a rural treatment program; Odyssey House, a coed concept house; and Children In Crisis, an open setting for younger boys (12-14).

Budget Data

Region IV works with a yearly budget of approximately \$1.85 million. The following is a breakdown of weekly expenditures:

Purchase of Service

Group Care	\$1800
Detention Facilities	1200
DYS Foster Care	7300
Contracted Foster Care	500
Alternative Education	650
Jobs Program	3000
Outreach Counseling	<u>5600</u>

\$19,600

Fixed Cost

Shelter Care	\$5000
Secure Detention	8700
Secure Treatment	1200
Forestry Camp	<u>1200</u>

\$16,100

Organization

Region IV employs 26 persons. They are organized into four units, with overall direction provided by the Regional Director and his Assistant. The Casework Unit is comprised of 11 caseworkers who divide into a northern team (6 courts) and a southern team (6 courts) with a supervisor for each. Caseworkers are assigned to particular courts and are responsible for advocating for youth in court, writing clinical evaluations for committed youth, conducting casework management and supervising non-residential programs in their area. There are approximately ten non-residential programs in the area, offering outreach counseling, crisis intervention, educational services, and employment counseling. This unit is also responsible for supervising regional foster care, with one member of the northern team designated as foster care coordinator. A Residential Placement Unit is responsible for supervising the flow of youth in and out of residential placements, supervising the care youth receive while in placement, and providing casework services to youth while in placement and during their return to and stabilization in their home community.

The two units are concerned with liaison and office work. The Liaison Unit is responsible for extra-agency coordination. Concerted liaison work is done with the Office for Children, the Mass.

Rehabilitation Commission, the Department of Education (especially around Chapter 766), and CETA. The Liaison Unit also offers technical assistance to caseworkers. The Office Unit focuses on billing, maintaining records, monitoring all weekly budget accounts, researching special projects, and other paperwork. In addition to these four units, the region maintains an intake coordinator and a transportation specialist.

1977 Accomplishments and 1978 Goals

Perhaps the most significant accomplishment of 1977 was the establishment of the state's first DYS-DMH secure program for seriously disturbed youth at Centerpoint. The region was also in the final stages of contract negotiation with 735 Inc. for a 12 bed group home, designed to intercept youth heading toward intensive care. Other accomplishments were the establishment of a monitoring project by the Residential Placement Unit, the establishment of a new detention intake system through a contract with Action, Inc. for the initial screening of all court-order detentions, improved staff training, assistance to DPW with their CHINS problems, the relocation of the regional office from Haverhill to Middleton, and the reopening of the Northeastern Family Institute Shelter Care Unit in the same building as the new regional office.

Three goals are primary for 1978. The first is the successful completion of the group home contract with 735 Inc. Once established, this comprehensive treatment center will provide in-depth educational and psychological services, with a major emphasis on family involvement in the treatment process. A second goal is the opening of a quarter-way house for Centerpoint youth whose progress warrants a less restrictive setting. This will also shorten the current waiting list for Centerpoint. A third goal is increased liaison work, particularly through area strategy and Help for Children.

Region V

Region V includes 52 communities lying to the west and south of Boston. It is located along Route 128 as far north as Waltham and along Route 3 as far south as Norwell and Hanover. The region covers all of Norfolk County and small parts of Middlesex and Plymouth Counties. It is primarily suburban and middle class in character, with no significant pockets of poverty. The region services ten district courts and two superior courts. The district courts are located in Brookline, Dedham, Framingham, Hingham, Natick, Newton, Quincy, Stoughton,

Wrentham, and Marlboro. The superior courts are in Dedham and Cambridge, county seats for Norfolk and Middlesex counties. The regional office is located on the South Shore in Braintree.

Region V services an average daily population of 165 youth. An average breakdown of this population would be 110 commitments, 35 referrals, and 20 detainees. Delinquency tends to be broadly dispersed throughout the region, rather than clustered. However, a particular concern in the past year has been the rise in delinquent behavior in two previously moderate-rate areas: the Framingham-Marlboro-Natick axis, which is urban/suburban, and an area of high population growth, and the more suburban/rural Franklin-Wrentham-Bellingham-Medway section, which is also seeing rapid population increase and turnover.

The region utilizes at least 35 separate programs offering a broad spectrum of residential and non-residential services. The following is an overview of the range of services available, with an average daily population for each:

Shelter Care	11
Secure Treatment	5
Secure Detention	14
Forestry	4
Contracted Foster Care	10
DYS Foster Care	17
Residential Schools	2
Group Care	31
Non-residential Services	21
Casework Supervision	50

Specific programs include: secure detention; secure treatment; shelter care (Brockton YMCA); forestry camp; Infinite Odyssey; contracted foster care is through CAP, Cambridge, CAP Special Education (South Boston), Concord Family Services, and New Bedford Child and Family Services; DYS foster care (15 homes directly maintained by regional staff); residential schools utilized are Berkshire Learning Institute, Bubbling Brook, Chamberlain Center, Hillside School, and St. Anne's School; group care sites are at ACID, Cushing Hall, Harding House, Madonna Hall, Marathon House, Odyssey House (New Hampshire), Residential Rehabilitation Centers, 735 Inc., Revival House, Team Coordinating Agency, Valley View Farm, and Youth Resources; non-residential services include Arlington School, CAP Special Education Alternative School, CAP Special Education Basics, Hampshire Community Action Commission, Insight for Crime Prevention, Transitional Employment Enterprises, South Middlesex Opportunity Program, and Youth Services Corp.

Region V works with an annual budget of approximately \$830,000. The following is a breakdown of weekly expenditures:

Purchase of Service

Group Care	\$3830
Contracted Foster Care	870
DYS Foster Care	990
REsidential Schools	400
Non-residential Schools	1240
Special Services	<u>70</u>
	\$7400

Fixed Cost

Shelter Care	\$2040
Secure Treatment	1450
Secure Detention	4660
Forestry	<u>550</u>
	\$8700

Region V employs 21 persons. The Regional Director and his Assistant are supported by three units, Client Management, Supportive Services, and Office Management. The Client Management Unit incorporates the direct services functions in the regional operation. Key personnel include casework managers, caseworkers, a placement specialist, and a detention coordinator. Caseworkers are responsible for a variety of service and advocacy functions. These advocacy efforts have been enhanced due to a policy of assigning caseloads from individual courts to the caseworker assigned to that court. Casework managers provide direct supervision, conduct casework conferences on individual youth, and monitor the quality of reports in client files. The placement specialist establishes procedures and guidelines to be followed by staff when a client placement is being considered, reviews all placements for appropriateness, and conducts visits to programs on a periodic basis. The detention coordinator supervises all detention on a daily basis, makes logistical arrangements, and represents the region on the Intensive Care Team.

The Supportive Services Unit is responsible for those ancillary services necessary to an effective delivery system. Personnel included are a community resource developer, a program coordinator, a community representative, and a clinical coordinator. The resource developer is responsible for reviewing program proposals and developing community resources that provide innovative treatment alternatives. The program coordinator has overall responsibility for monitoring and evaluating current programs and for providing technical assistance to programs when appro-

priate. The community representative coordinates extra-agency linkages, particularly with the Office for Children and the Interdepartmental Team. The clinical coordinator, from the Judge Baker Clinic, conducts overall clinical supervision and conducts training workshops for caseworkers. With the emergence of new programming, new trends in court diversion, more sophisticated demands by the courts, and a general need to keep abreast of new developments in the field, the need for high quality training is pressing. The Judge Baker Clinic is providing this training for all staff in the key areas of client evaluation and diagnosis, and individual and family counseling.

The Office Management Unit encompasses those functions that enable bills to be paid, reports to be prepared, schedules to be maintained, and effective communications to be insured. Personnel are clerical.

1977 Accomplishments and Goals

A key goal of the region is to arrest the trend toward secure settings by aggressively developing male and female residential services of proper structure and treatment outlook. A related goal is that of not curtailing the region's policy of being open to court "referrals".

Since the region has the option of accepting or rejecting such youth, it is tempting to cut back here as a budget-trimming measure. However, the encouragement of such referrals gives the region the opportunity to intervene before youth have been stigmatized by the delinquent label. In addition, such youth are generally seen as a broader community responsibility than those legally committed to DYS, and have greater access to other community resources, such as Chapter 766 money in the local schools.

Treatment through the more traditional group homes has become a problem with the closing of a major vendor in the area. This has restricted the region's flexibility to render a much needed service to many youth who, by their diagnoses, require highly structured but not locked or secure situations in which to develop. This high-priority need has been responded to by encouraging the Pilgrim Center in Braintree to move to larger quarters, with parallel increases in staff, services, and residents; by planning with Basics, Inc., to open a new group home in the Franklin-Framingham area; and by searching out potential agencies to open effective residential treatment centers for females as well as males.

Basics, Inc. has become an important variable in regional planning. With the region's approval and support, this growing and effective community-based outreach and tracking agency has opened an office in Framingham and will be opening another in Franklin soon. These offices will become core centers for individual, family, and crisis-intervention counseling for youth who will be serviced while living in the community.

Other goals for 1978 include continued staff training, especially in the area of individual client assessment; establishment of a regional program monitoring and program development team which will provide the private sector with useful and pertinent technical and support services (each contracted program is currently monitored three times a year); and the refinement of treatment ideas so as to construct an effective and relevant philosophy of treatment against which the efforts of regional staff and contracting agencies can be measured.

Region VI

Region VI incorporates the city of Boston and the contiguous communities of Charlestown and Allston, all within Suffolk County. It is the most urbanized region, and in many ways, the most difficult. It services the largest number of youth and must deal with some of the roughest neighborhoods in the Commonwealth. The region works with six courts: Dorchester, West Roxbury, South Boston, Charlestown, Brighton, and the Boston Juvenile Court. The regional office is located on 14 Somerset Street, near the State Capitol.

Clients Served

Region VI services an average daily client population of 432, of this number 310 are court commitments, 49 are court referrals, and 75 are court detentions. The largest number of cases come from Dorchester and the Boston Juvenile Court. The smallest number come from Brighton.

The range of placement options available to regional youth can be indicated by the following breakdown of program prototypes, with an average daily count for each:

Shelter Care	36
Secure Detention	32
Secure Treatment	14
Forestry Camp	4
Group Care	28
Contracted Foster Care	11
DYS Foster Care	39

Residential Schools	10
Non-residential Schools	206
Casework Supervision	52

Particular programs utilized include: Intensive Care: DARE Chelmsford, Worcester Intensive Unit, Boston YMCA; Detention: Brockton YMCA, Camp Halifax, Northeast Family Institute Shelter Care, Worcester YMCA, Madonna Hall (Pelletier), New Bedford Proctor Program, CAP Girls Tracking, Charlestown YMCA, Danvers I-3, Roslindale, Taunton Children In Crisis; Group Care: Advocacy Program and MARY Program (U. Mass.), Anker House, Challenge Program, Communities for People, DARE Hastings, DARE Hillside, Devereaux, Hayden Inn, Pilgrim Center, St. Francis Homes, Woods Lane School, Alpha Omega, Children In Crisis, Baird Center; Residential Schools: Austin Cate Academy, Bubbling Brook, Cushing Hall, Maple Valley School, Protestant Youth Center, Darrow School, Hinkley School, Madonna Hall School, St. Anne's Home, George Jr. Republic; Foster Care: CAP Cambridge, CAP Dorchester, New England Home Interim, Downeyside, United Homes for Children, New Bedford Family and Children's Services; Mental Health Facilities: Boston State Hospital, Metropolitan State Hospital (Gaebler Unit), Solomon Carter Fuller Adolescent Rehabilitation Program; Camps: Forestry Camp, Penikese Island; and Non-Residential Services: CAP Cambridge, CAP Dorchester, Community Task Force, DARE-Aftercare, DARE School of Boston, Farr Academy, Little House, Northeastern University Practicum, New Perspectives, Reading Institute, Robert White School, Roxbury Tracking, United South End Settlement, Youth Work Experience, CAE.

In addition, Region VI has initiated several unique programs for specialized services: a program for the identification, assessment, and treatment of drug and alcohol programs; a program with paid work-experience and academic preparation for the GED; a joint program with the Mass. Rehabilitation Commission for vocational rehabilitation services; a program in vocational counseling and job placement for drop-outs (modelled after a highly successful New York program); and a nationally recognized Opportunities Industrialization Center program for comprehensive training and job placement. The instruction includes electronics, key punch operation, clerical skills, machine operation, automobile mechanics, and electro-mechanics. This project is the only OIC program in the nation which is directed toward youth.

Budget Data

Region VI works with an annual budget of approximately \$2.25 million. The following is a breakdown of weekly expenditures:

Purchase of Service

Intensive Care	\$5,300
Group Care	1,100
Residential Schools	1,150
Foster Care	1,350
Day-School Tuition	800
Other Non-Residential Services	<u>13,400</u>
	\$23,100

Fixed Cost

Camp Halifax	\$3,880
NRI Shelter Care	260
Interfaith	370
Madonna Hall (Pelletier)	490
New England Home	290
CAP Girls Tracking	520
Charlestown YMCA	1,080
DARE Chelmsford	1,430
Worcester Intensive	2,400
Boston YMCA-Boston State	1,910
Danvers I-3	450
Roslindale	3,750
Taunton-Children In Crisis	2,510
Forestry Camp	<u>760</u>
	\$20,100

Organization

Region VI employs 42 persons. They are divided into four units under the leadership of the Regional Director. The Casework Management Unit is the largest unit with 26 employees under the overall supervision of the Assistant Regional Director. The casework staff is under the direct supervision of the Senior Casework Manager. Principal responsibilities include placement facilitation through the staffing process, monitoring, supervision, and counseling of youth, and court liaison and court referral services. Caseworkers work closely with families and are prepared to do crisis intervention. They also attempt to be advocates for their youth. Other responsibilities of this unit are home investigations, coordination of detention services, program investigations, and transportation of clients.

The Program Management Unit is responsible for all residential, non-residential, and foster care programs. Particular duties include developing new programs, analyzing the budget, negotiating contracts, monitoring and evaluating programs, providing technical assistance to program and regional staff, screening placement referrals, serving as placement facilitator, processing agency vouchers, serving as liaison between

the regional office and programs, and recording placements and terminations. The unit is directed by the Administrative Assistant to the Regional Director, who, in addition to this unit, has responsibility for many of the office organizational procedures.

The Special Services Unit attempts to develop and to assist others in the development of a spectrum of community resources. Much of the task is liaison work with other groups serving youth. These include TASC, Youth Activities Commission, Youth Resource Centers, DMH (particularly the Solomon Carter Fuller Center and the catchment area mental health facilities), ABCD, Dorchester Urban Court, Office for Children, Special Education (Chapter 766 core evaluations and cost-sharing agreements), Mass. Rehabilitation Commission, Hillside Career Education Program, Area Strategy Planning Teams, Jobs for Youth, Youth Committee of the Mayer's Employment and Economic Policy Administration, Children's Protective Services, Regional Review Board, and the Interdepartmental Team.

The Business Unit is sub-divided into a fiscal branch and a clerical branch. The fiscal branch is responsible for the review of all invoices and the processing all approved bills. The clerical branch provides the support necessary to maintain an efficient office.

1977 Accomplishments and 1978 Goals

In 1977, Region VI committed considerable energy to building inter-agency cooperation. The region collaborated with the Department of Mental Health in opening the Solomon Carter Fuller Adolescent Rehabilitation Program for those youth who combine violent or destructive behavior with serious psychiatric disturbance. Collaboration with the Mass. Rehabilitation Commission has led to a range of vocational rehabilitation services for Region VI youth: diagnostic evaluations, on-the-job training, remedial education, work experience, vocational schooling, psychotherapy, tutoring, higher education, transportation, and the provision of books, tools, supplies, and uniforms. This cooperative venture with MRC has been so successful that it is currently being used as a model for other regions.

The region further improved its vocational services by replicating a New York program called Jobs for Youth, a program which includes vocational counseling and job placement. Another significant accomplishment in 1977 was a refinement of the case conference procedure to the end of facilitating more careful placement decisions.

Because the most pronounced need in Region VI is for residential programs, this will be the top priority for 1978. The region hopes to inaugurate four new highly structured residential programs by early 1978, an 8-10 bed program for females, a vocational educational program for 12 males, an eight bed coed program for youth with psychiatric disorders (DYS-DMH-DOE collaborative effort), and a 12 bed program for Hispanic and Black youth with an emphasis on minority culture.

The region will begin training caseworkers in multifaceted counseling approaches, with particular emphasis on strategies for family involvement. The region will also devote considerable energy to assessing the qualitative and quantitative aspects of its existing programs with the intent of contributing some insights to the Department's long-range planning efforts. Finally, the region will begin taking a closer look at the goals and objectives of programs as they relate to education. Where necessary, programs will be provided with the resources, technical assistance, and other supports required to enhance this crucial component of youth services.

Region VII

Region VII covers the southeastern section of the state. It is comprised of Plymouth, Bristol, Duke, and Barnstable counties. There are 72 cities and towns in the region, ranging from resort towns along the coast and out on Cape Cod to industrial centers to relatively rural areas. The region services 11 courts - New Bedford, Fall River, Brockton, Attleboro, Taunton, Plymouth, Barnstable, Martha's Vineyard, Wareham, Orleans, and Middleboro. The regional office is located at Lakeville Hospital in the geographic center of the region.

Clients Served

Region VII services an average daily population of 231 youth. This includes 200 males and 31 females. It can be further broken down as 182 court commitments, 18 court referrals, and 31 court detentions. The majority of cases come from three courts in Bristol County, New Bedford, Fall River, and Brockton. Duke and Barnstable counties provide the fewest number of cases.

The following is a breakdown of the types of placements utilized by Region VII, with an average daily population for each:

Shelter Care	18
Secure Detention	21
Secure Treatment	14

Forestry Camp	7
Group Care	21
Contracted Foster Care	30
DYS Foster Care	9
Residential Schools	9
Non-residential Services	36
Casework Supervision	66

Each category represents a number of individual programs: Group Care: Marathon House, DARE Mashpee, Penikese Island, Anker House, DARE Hillside, Deaconess Home, Meridian House, Mass. Residential Programs, Phoenix House, The Bridge, 735 House;

Residential Schools: Baird Center, Revival House, Longview Farms, Pilgrim House, Woods Lane, Advocates Program (U. Mass.), Austin Cate, Kolburne School, Mary Program (U. Mass.);

Foster Care: DARE, CAP, Northeast Family Institute, Anker House, Alpha Omega;

Reception Centers: Brockton YMCA/YWCA, Roslindale, Forestry, Challenge, Young Proctor, Children In Crisis; and

Non-residential Services: CAP, Whitman Project, DARE, YOU Inc., ELP.

Budget Data: Region VII operates on an annual budget of slightly over \$1.5 million. The following is a breakdown of weekly expenditures:

Purchase of Service

Group Care	\$4,140
Residential Schools	1,620
Foster Care	1,320
Non-residential Services	4,250
Other	<u>1,370</u>
	\$12,700

Fixed Cost

Shelter Care	\$4,170
Secure Detention	5,320
Secure Treatment	5,040
Forestry	1,300
Girls' Secure Services	<u>570</u>
	\$16,400

Organization

Region VII employs 24 persons. They are divided into six units, with the Regional Director and his Assistant providing overall leadership. The Placement Unit is responsible for a range of tasks: referral process, intake procedures, monthly progress report monitoring, inter-regional program development, and intra-regional policy standardization. Essentially, the unit is responsible for all facets of residential care and thus responds to all changes or problems in group care, residential schools, and secure treatment facilities.

The Detention-Reception Unit is responsible for youth in transition. This includes straight detention cases, committed youth awaiting implementation of an appropriate service plan, acting-out youth needing a cooling-off period, dual status youth (committed and detained), and bind-overs. The unit is expected to have a thorough knowledge of reserves available, be responsive to court and agency needs, and provide transportation (bail reviews, habeas corpus, psychiatric evaluations, etc.).

The Foster Care Unit is still in the developmental stages. It is intended to address the needs of youth who cannot live at home, yet do not need the comprehensive service package available in residential group settings. Responsibilities include the development of varied resources to handle a broad range of youth, support for private agencies developing programs, organization of a foster parent training program, and coordination with placement and detention units.

The Casework Management Unit is responsible for reviewing and making recommendations to caseworkers on all issues pertaining to the care and custody of committed youth. Responsibilities include coordinating staffing patterns, directing staffings, supervising caseworkers, coordinating psycho-social assessments, holding transfer hearings, monitoring Medicaid and Title 20 payments, and developing regional needs assessments.

The Interface Unit meets regional needs for inter-agency communications. Responsibilities include participation on the Regional Review Board, the Interdepartmental Team and the Cape Cod Area Strategy Planning Team; coordination of Chapter 766 needs of committed youth; and compilation of statistics on all aspects of regional operations.

The Clerical Unit responds to all requests for typing services, filing, phone handling, bookkeeping, and the like.

1977 Accomplishments and 1978 Goals

1977 was a year of significant transition in Region VII. With new regional administration, major change was effected in three areas--casework, court relations, and foster care. The casework operation was overhauled and a new goal-oriented casework management system was instituted. A network of intense supervision was developed with new support provided to caseworkers in day-to-day management of individual cases as well as in continuing training. This training, centered on learning new techniques and developing treatment plans, will enable staff to become increasingly sophisticated in their casework. The region has also introduced casework staffings. These meetings, which include the youth, family, probation staff, regional personnel, involved agencies, school personnel, and attorneys, have improved case planning with a much broader input into each youth's treatment plan and have facilitated better communication among involved parties.

Day-to-day working relationships with the courts have been enhanced with the introduction of psychosocial evaluations, the preparation of treatment plans which are submitted to the courts, the invitation to probation to attend all staffings, and the preparation of periodic reports for the courts on all committed youth.

A third major accomplishment in 1977 was the development of a system of professionally trained and supervised foster families. The region now has fifty well supervised foster homes for its youth.

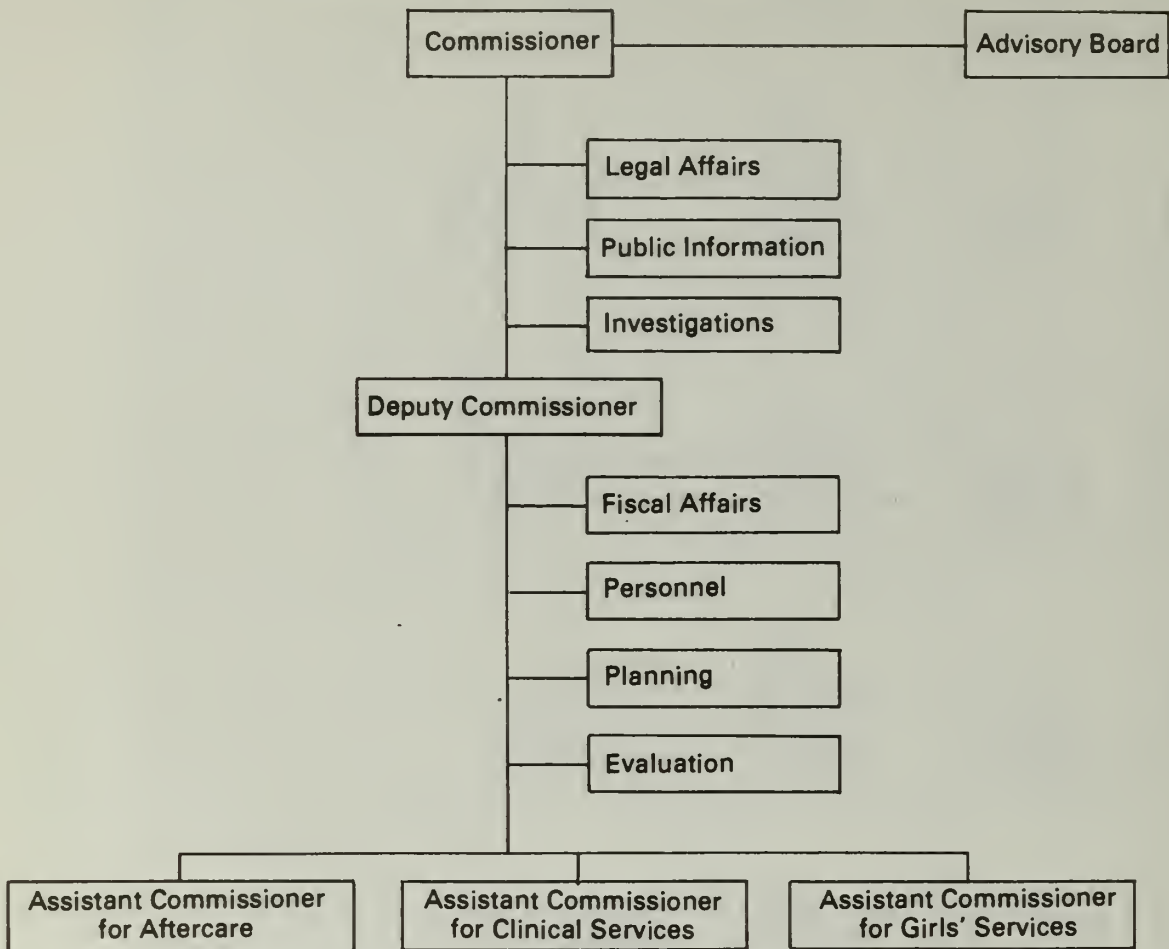
These kinds of accomplishments have given the regional staff a new spirit of energetic purpose and a sense of confidence about further progress.

Program development is first on the agenda for 1978. First, the region intends to develop a system of non-residential day treatment programs which will provide education, work experience, intensive counseling, family therapy, and new recreational experiences. Second, the region has put a priority on the creation of restitution programs within the courts, geared primarily to committed youth. Third, the region hopes to develop one regional residential program for difficult youth who cannot respond in other programs and who definitely do not belong in the community. Concomitantly, the region intends to strengthen and expand technical assistance to existing residential programs.

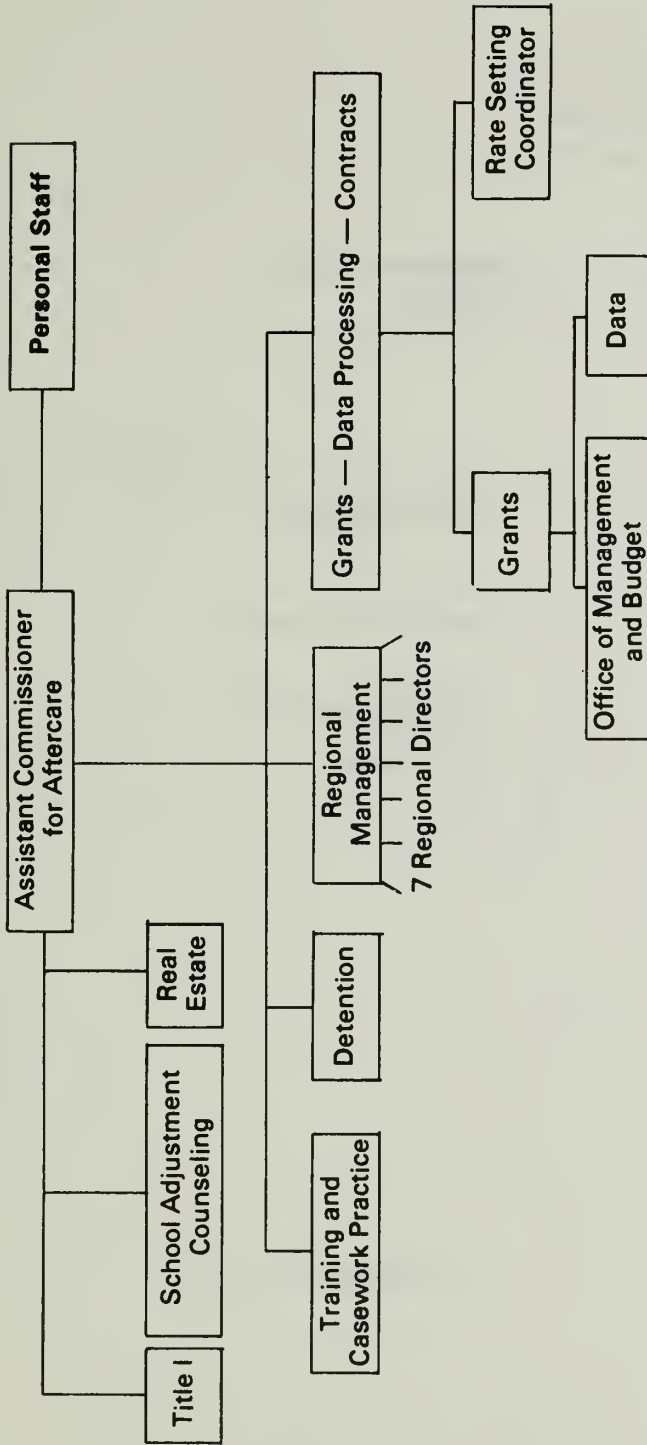
	Region I	Region II	Region III	Region IV	Region V	Region VI	Region VII
Regional Office	Springfield	Worcester	Concord	Middleton	Braintree	Boston	Lakeville
Client Population							
Daily Average Committed Referred Detained	292 C-247 R-24 D-21	205 C-165 R-5 D-35	232 C-207 R-5 D-20	294 C-237 R-9 D-38	165 C-110 R-35 D-20	432 C-310 R-49 D-75	231 C-182 R-18 D-31
Budget							
Weekly Fixed Cost Purchase of Service Yearly	31,300 F-15,300 POS-16,000 1.65 million	23,400 F-11,600 POS-11,800 1.2 million	24,400 F-11,400 POS-13,000 1.25 million	35,700 F-16,100 POS-19,600 1.85 million	16,100 F-8,700 POS-7,400 830,000	43,200 F-20,100 POS-23,100 2.25 million	29,100 F-16,400 POS-12,700 1.5 million
Employees	24	24	28	26	21	42	24
Organization Units	Casework Placement Monitoring — contract Program development Business	Casework Mgmt. Placement Detention Non-Residential services Resource development Business	Casework Placement Resources Business	Casework Residential placement Liaison Office	Client management Supportive services Office management	Casework management Program management Special services Business	Casework Mgmt. Placement Detention- reception Foster care Interface Clerical

APPENDIX A

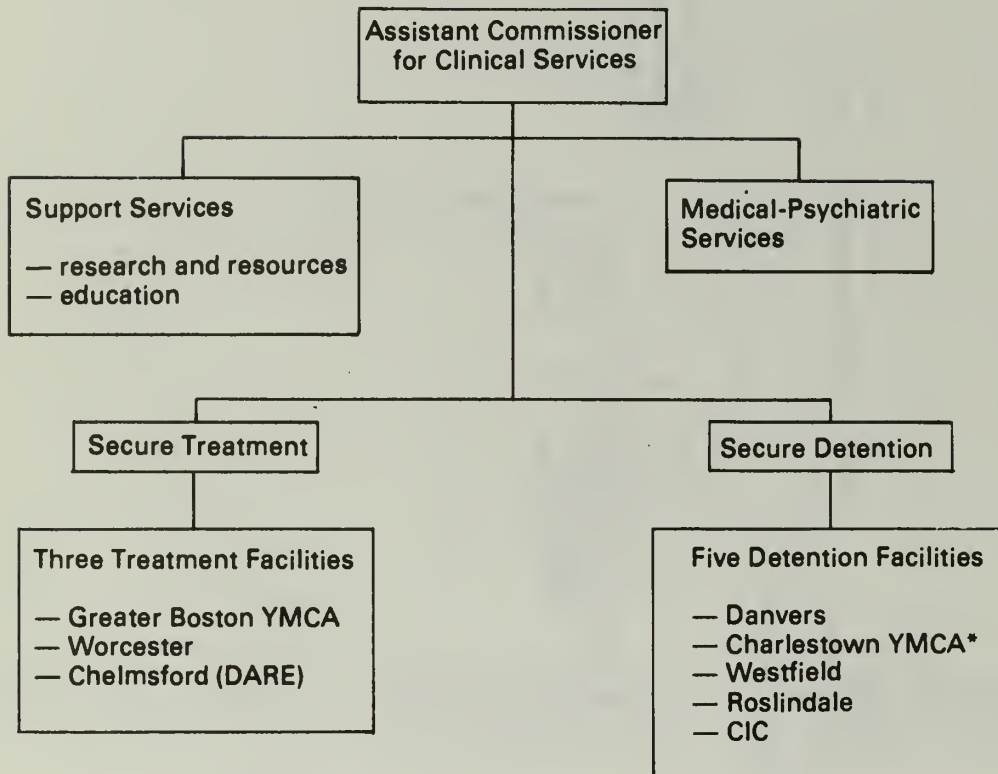
Overview of Current System



Bureau of Aftercare

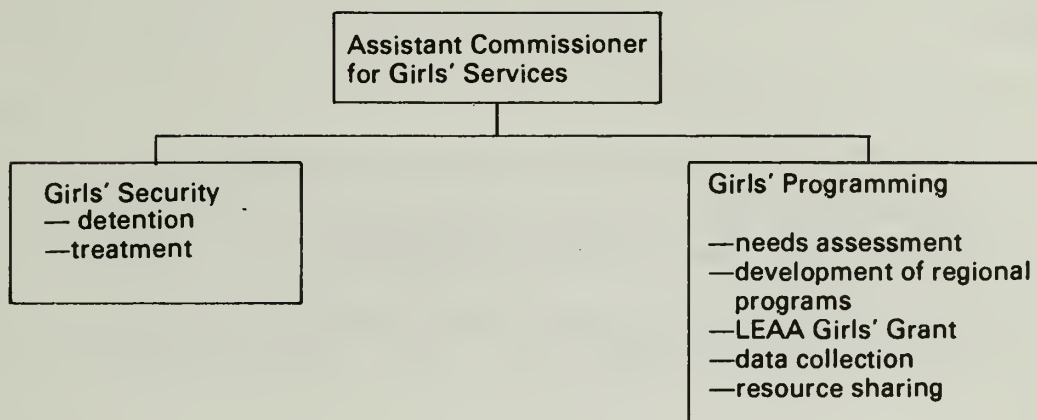


Bureau of Clinical Services



* Overnight Arrest Unit

Bureau of Girls' Services



APPENDIX B - THE JUVENILE JUSTICE PROCESS

ARREST

Police must notify the parent (s), or guardian, and a probation officer that the youth has been arrested. If none of these people can be located, the police may hold the youth. The youth may be incarcerated only at a DYS-approved police facility, or at a detention unit operated by the Department. A youth may only be held overnight--or 48 hours on a weekend--before being arraigned in court. Since the Galt decision (1967), the courts have moved toward applying the rights and protections of the adult system to juvenile arrest procedures.

ARRAIGNMENT,

At arraignment, the judge may:

1. Send the youth home on personal recognizance;
2. Levy bail if the charge is serious, or if the home environment is undesirable;
3. Remand the youth to the Youth Services Department in lieu of bail.

DETENTION

If bail is levied, or if the youth is remanded to the Department, the DYS Regional Director and the clinical staff together determine the type of detention placement suitable for the youth. Options include detention in a security facility or shelter care unit, or placement in a temporary foster home.

COURT HEARING

Juvenile court hearings are the equivalent of an adult trial on the merits. As with arrest procedures, the courts are moving toward applying the rights of the adult system (e.g., right to cross-examination) to juvenile cases.

There are six basic dispositional alternatives available to the court in juvenile cases:

1. Find the youth not delinquent;
2. Dismiss the case because of lack of evidence, or because faulty evidence has been obtained;
3. File the case without any further consequences for the youth, provided he or she avoids further problems;

COURT HEARING (continued)

4. Issue a continuance without a finding of guilt or innocence;
5. Find the youth delinquent. In such a case, the youth may be fined, placed on probation, or committed to DYS;
6. Bind the youth over to Superior Court to face possible adult criminal prosecution. Bindover can only occur if the youth is over 14 and has either been previously committed to DYS or has committed a crime involving "serious bodily harm."

In lieu of a formal disposition, the court may also refer the youth to DYS for treatment if the youth, parents, attorney and judge agree to the referral.

REFERRAL

During the detention period, or prior to final disposition, the feasibility of various placements is considered by both the probation staff and the Regional Office staff. If referral is considered best for the youth, a placement is secured. While in the placement, responsibility for the youth's supervision lies with the probation staff from the court. Aftercare plans for the youth are also the responsibility of the probation staff.

COMMITMENT

Once a youth has been committed by the judge, the responsibility for placement lies solely with the Department of Youth Services. Placement is determined only after the Regional Office studies the youth's background, school records, family life and police record. Once placement has been secured, the Regional Office is responsible for monitoring the youth's progress. The Regional Office is also responsible for the development of plans for the youth upon his leaving the placement. The youth remains under the supervision of the Department until formally discharged.

APPENDIX C - LIST OF PROGRAMS AND LOCATIONS

RESIDENTIAL PROGRAMS

REGION I

Advocates for the Development
of Human Potential
466 Hills South
University of Massachusetts
Amherst, MA 01002

American School for the Deaf
139 North Main St.
West Hartford, Conn.

Avalon School
P.O. Box 176
Monterey, MA 02145

Berkshire Farm Center
Canaan, New York 12029

Berkshire Learning Institute
at Valleyhead
P.O. Box 1666
Lenox, MA 01240

Brattleboro Retreat
75 Linden St.
Brattleboro, Vermont 05301

Browndale, Inc.
145 State St.
Springfield, MA 01103

Center for Human Development, Inc.
52 Maple Court
Springfield, MA 01103

Children's Study Home
44 Sherman St.
Springfield, MA 01109

Connecticut Junior Republic
P.O. Box 161
Litchfield, Conn.

Downeside Homes, Inc.
999 Liberty St.
Springfield, MA

Darrow School
New Lebanon, New York

Emergency Care Help
Organization, Inc.
54 Elm St.
Pittsfield, MA 01104

Hilltop Children's Svces
703 Main St.
Springfield, MA 01104

Home for Friendless Women
and Children
44 Sherman St.
Springfield, MA 01109

The House, Inc.
220 Russell St.
Hadley, MA 01035

Kolburne School
Southfield Road
New Marlborough, MA 01230

Maple Valley School
P.O. Box 14-A
Star Route
Wendell Depot, MA 01380

Mass. Assoc. for the Re-
integration of Youth
381 Hills South
University of Massachusetts
Amherst, MA 01102

New England Kurn Hattin Hom
Westminster, Vermont 05158

Northfield Mt. Hermon Schoo
East Northfield, MA 01360

Pine Ridge School
P.O. Box 138
Williston, Vermont 05495

Rhinebeck Country School
Fox Hollow-on-Hudson
Rhinebeck, New York 02572

St. Francis Homes for Boys
and Girls
66 South Swan Street
Albany, New York 02210

Stonegate School, Inc.
Wallingford Road
Durham, Conn. 06422

The House
220 Russell St.
Hadley, MA

Vermont Academy
Saxtons River, Vermont 05154

Wilson House
14 Clark Avenue
Brattleboro, Vermont 05301

Woods Lane School
P.O. Box 36
Gilman, Conn. 06336

Woolman Hill Alternative
School
Keets Road
Deerfield, MA 01342

Yale Psychiatric Institute
333 Cedar St.
New Haven, Conn.

REGION II

Anker House
23 Institute Road
Worcester, MA

Bethany Acres Training School
P.O. Box 2
Winthrop, Maine

The Bridge
10 Grove St.
Westboro, MA 01381

Come Alive, Inc.
75-A Grove St.
Worcester, MA 01605

Children's Homes of Worcester
County, Inc.
340 Main St.
Suite 550
Worcester, MA 01608

Devereaux School
Miles Road
Rutland, MA 02121

Marrilac Manor
2 Granite St.
Worcester, MA 01604

REGION 1I (cont'd)

McAuley Nazareth Home for Boys
Mulberry Street
Leicester, MA. 01524

Stetson Home for Boys
South Street
Barre, MA. 01005

Protestant Youth Center
P.O.B. 23
Baldwinville, MA. 01436

Valley View Farm
P.O.B. 338
North Brookfield, MA. 01535

Robert F. Kennedy Action Corps
P.O.B. 7
Old Common Road
Lancaster, MA. 01523

Worcester Intensive Care Unit
363 Belmont Street
Worcester, MA.

Spectrum, Inc.
P.O.B. 667
Shirley, MA. 01464

REGION III

Alpha Omega
P.O.B. 502
544 Newtown Road
Littleton, MA. 01460

D.A.R.E., Inc.
P.O.B. 955
Middlesex County Training School
North Chelmsford, MA. 01863

Belmont House
220 Lexington Street
Belmont, MA. 02178

Dublin School
Sublin, New Hampshire 03444

Bubbling Brook, Inc.
27 Searles Road
Nashua, New Hampshire 03060

The Key, Inc.
678 Massachusetts Avenue
Cambridge, MA.

Concord Family Services Society
Community Agencies
Concord, MA. 01742

McLean Hospital and Childrens Center
115 Mill Street
Belmont, MA. 02178

Charles River Academy
5 Clinton Street
Cambridge, MA. 02138

Spaulding Youth Center
P.O.B. 189
Tilton, MA. 93276

D.A.R.E. Inc. Cambridge House
5-7 McTiernan Street
Cambridge, MA. 02139

St. Anne's School
18 Claremont Avenue
Arlington Heights, MA. 02174

D.A.R.E., Inc.
35 Calvin Street
Somerville, MA. 02143

Anchorage House
10 Thorndike Street
Beverly, MA. 01915

John F. Berry Rehabilitation
School
Lowell Road
North Reading, MA. 01864

Harbor School, Inc.
Pleasant Valley Road
Amesbury, MA. 01913

Hurricane Island School
P.O.B. 429
Rockland, Maine 04841

Liberty House
78 Liberty Street
Danvers, MA. 01923

Landmark School
412 Hale Street
Prides Crossing, MA. 01965

Meridan House
408 Meridian Street
East Boston, MA. 02128

REGION V

Cushing Hall, Inc.
279 Tilden Road
Scituate, MA. 02066

Harding House
45 Hospital Road
Box 404
Medfield, MA. 02052

Hillside School
Robin Hill Road
Marlboro, MA. 01752

Longview Farm
399 Lincoln Road
Walpole, MA. 02061

Phoenix East
20 Newcomb Street
Haverhill, MA. 01830

Plummer Home for Boys
37 Winter Island Street
Salem, MA. 01970

Reddington Pond School
P.O.B. 567
Rangley, Maine 04970

St. Ann's Home, Inc.
100-A Haverhill Street
Methuen, MA. 01844

735 House
340 Main Street
Melrose, MA. 02176

Theta Corporation
70 Lincoln Street
Manchester, MA. 01944

Madonna Hall for Girls
Cushing Hill Drive
Marlboro, MA. 01752

Pearl Street House
70 Pearl Street
Framingham, MA. 01701

Pilgrim Center
100 River Street
Braintree, MA. 02184

United Home for Children, Inc.
P.O.B. Cox 63, 24 High Street
Randolph, MA. 02368

Walker Home for Children and School
1968 Central Avenue
Needham, MA. 02192

REGION VI

Austin-Cate Academy
Center Strafford
New Hampshire 03815

Browndale, Inc.
362 Commonwealth Ave.
Boston, MA

Communities for People, Inc.
44 School St.
Boston, MA

Community Task Force on
Education
14 Quincy St.
Roxbury, MA 02121

Crittendon Hastings House
10 Perthshire Road
Brighton, MA 02135

DARE, Inc. - Hillside House
145 Hillside St.
Roxbury, MA 02119

Edith Fox Homes
45 Parley Ave.
Jamaica Plain, MA 02130

Everett House
232 Center St.
Dorchester, MA 02124

Hayden Inn School
21 Queen St.
Dorchester, MA

N.E.H. Interim Program
161 So. Huntington Ave.
Jamaica Plain, MA 02130

Proctor Academy
Andover, New Hampshire 0321

Project Concern, Inc.
16 Saven St.
Roxbury, MA 02119

St. Mary's Maternity Home
of St. Margaret's Hospital
90 Cushing Ave.
Dorchester, MA 02125

YMCA Intensive Care Unit
591 Morton St.
Mattapan, MA 02126

REGION VII

Baird Center
P.O. Box 213, Ships Pond Road
Buzzards Bay, MA 01605

Children in Crisis
Taunton State Hospital
Howland Building
Taunton, MA 02780

DARE, Inc.-Mashpee School
P.O. Box 46
Mashpee, MA 02649

Deaconness Home
309 French St.
Fall River, MA 02767

REGION VII (Cont'd)

Marathon House Inc.
76 Field Street
Taunton, MA. 02780

Residential Rehabilitation
Center
Route 6A
Brewster, MA. 02631

Penikese Island
P.O. Box 161
Woods Hole, MA. 02740

Revival House
71 Belmont Street
Fall River, MA.

Phoenix House
P.O. Box E 634
252 County Street
New Bedford, MA. 02740

St. Vincent's Home
2425 Highland Avenue
Fall River, MA. 02720

NON-RESIDENTIAL PROGRAMS

REGION I

American International College
Springfield, MA. 01109

Hill, Inc.
P.O. Box 203
Chicopee, MA.

Berkshire County Neighborhood
Youth Corps
P.O. Box 1143, 54 Wendell Avenue
Pittsfield, MA. 01201

Hilltop Children's Service
703 Main Street
Springfield, MA. 01105

Boy's Club of Pittsfield, Inc.
16 Melville Street
Pittsfield, MA. 01201

Insights of Western Massachusetts, Inc.
71 Summer Avenue
Springfield, MA. 01108

Center for Human Development
52 Maple Court
Springfield, MA. 01105

Our House, Inc.
139 Shelburne Road
Greenfield, MA. 01030

Lampshire Youth Work Experience
Program
9 King Street
Northampton, MA. 01060

Professional & Personal Services
1618 Main Street
Springfield, MA. 01103

Sojourn, Inc.
142 Main Street
Northampton, MA. 01054

South Forty Alternatives
59 Summer Street
North Adams, MA. 02147

REGION II

Worcester Children's Friend
Society
21 Cedar Street
Worcester, MA. 01609

REGION III

Cambridge-Somerville Catholic
Charities
99 Austin Street
Cambridge, MA. 02139

Dynamic Action Residence
Enterprise
4 Walnut Street
Somerville, MA.

The Key, Inc.
678 Massachusetts Avenue
Cambridge, MA. 02139

Insights of Crime Prevention, Inc.
290 Harvard Avenue
Cambridge, MA. 02139

REGION IV

Action Inc.
24 Elm Street
Gloucester, MA. 01930

Northeastern Family
Institute, Inc.
(Malden Outreach Counseling)
15A Sewall Street
Marblehead, MA. 01945

East Boston Social Center, Inc.
68 Central Square
East Boston, MA.

North Shore Catholic Charities
3 Margin Street
Peabody, MA. 01960

Lynn Economic Opportunity, Inc.
360 Washington Street
Lynn, MA. 01901

REGION V

CAP Special Education Project
68 Devine Way
South Boston, MA.

Youth Services Corporation
38 Concord Street
Framingham, MA.

South Middlesex Opportunity
Council, Inc.
36 Concord Street
Framingham, MA. 01701

REGION VI

CAP Special Education Project
466 Blue Hill Avenue
Dorchester, MA. 02121

Dynamic Action Residence
Enterprise
39 Perkins Street
Jamaica Plain, MA. 02130

Greater Boston YMCA (Roxbury Tracking)
150 American Legion Hgwy.
Dorchester, MA. 02124

Little House, F.D.N.H., Inc.
275 E. Cottage Street
Dorchester, MA. 02125

Northeastern University
(Community Service Practicum)
Huntington Avenue
Boston, MA.

Opportunities Industrialization
Ctrs. of Greater Boston, Inc.
184 Dudley Street
Roxbury, MA. 02119

Open Harbor
Robert W. White School
157 Chelsea Street
Everett, MA.

United South End Settlement
566 Columbus Avenue
Boston, MA. 02118

REGION VII

New Bedford Child & Family
Services
141 Page Street
New Bedford, MA. 02740

The Whitman Project
P.O. Box 186
200 Essex Street
Whitman, MA. 02382

SHELTER CARE DETENTION UNITS

Brockton YMCA - DYS
320 Main Street
Brockton, MA. 02401

DARE Mentor
Goldsmith Building
Gregory Street
Middleton, MA.

Camp Halifax
P.O. Box 34
Halifax, MA. 02338

Worcester YMCA - DYS
766 Main Street
Worcester, MA. 01608

SECURE TREATMENT UNITS

D.A.R.E.
P.O. Box 955
Chelmsford, MA.

Worcester Secure Treatment
363 Belmont Street
Worcester, MA. 01604

Greater Boston YMCA-DYS
591 Morton Street
Mattapan, MA. 02121

SECURE DETENTION UNITS

Charlestown YMCA - GIRLS UNIT - DYS
City Square
Charlestown, MA. 02129

Judge John J. Connelly Youth Center
450 Canterbury Street
Roslindale, MA 02131

Children In Crisis
Taunton State Hospital
Howland Building
Taunton, MA. 02780

Pelletier Center (Madonna Hall)
Cushing Hill Drive
Marlboro, MA.

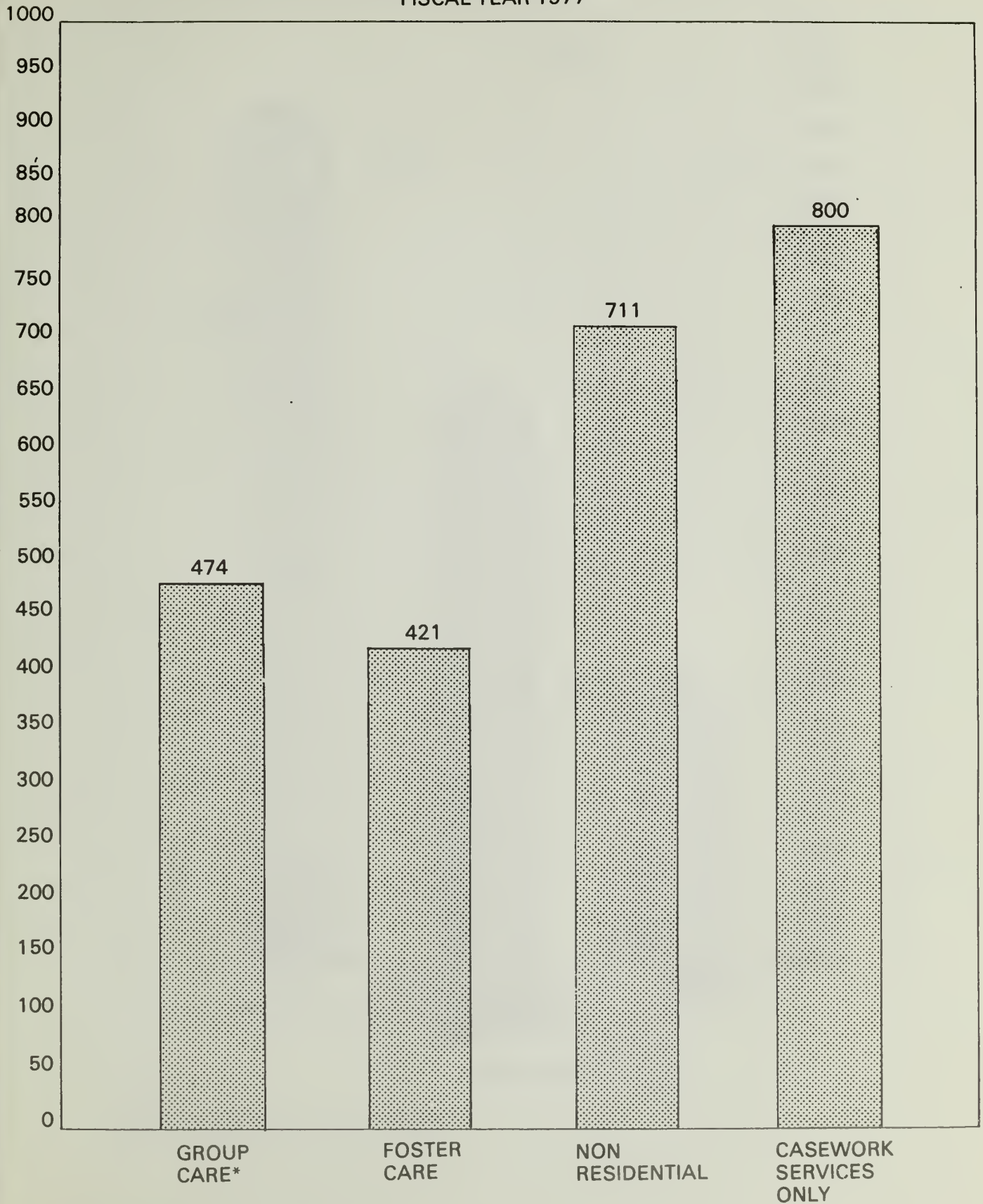
Danvers Detention Unit - DYS
P.O. Box oo
Hathorne, MA. 01937

Westfield Detention Center - DYS
51 East Mountain Road
Westfield, MA. 01085

SPECIAL PROGRAMS

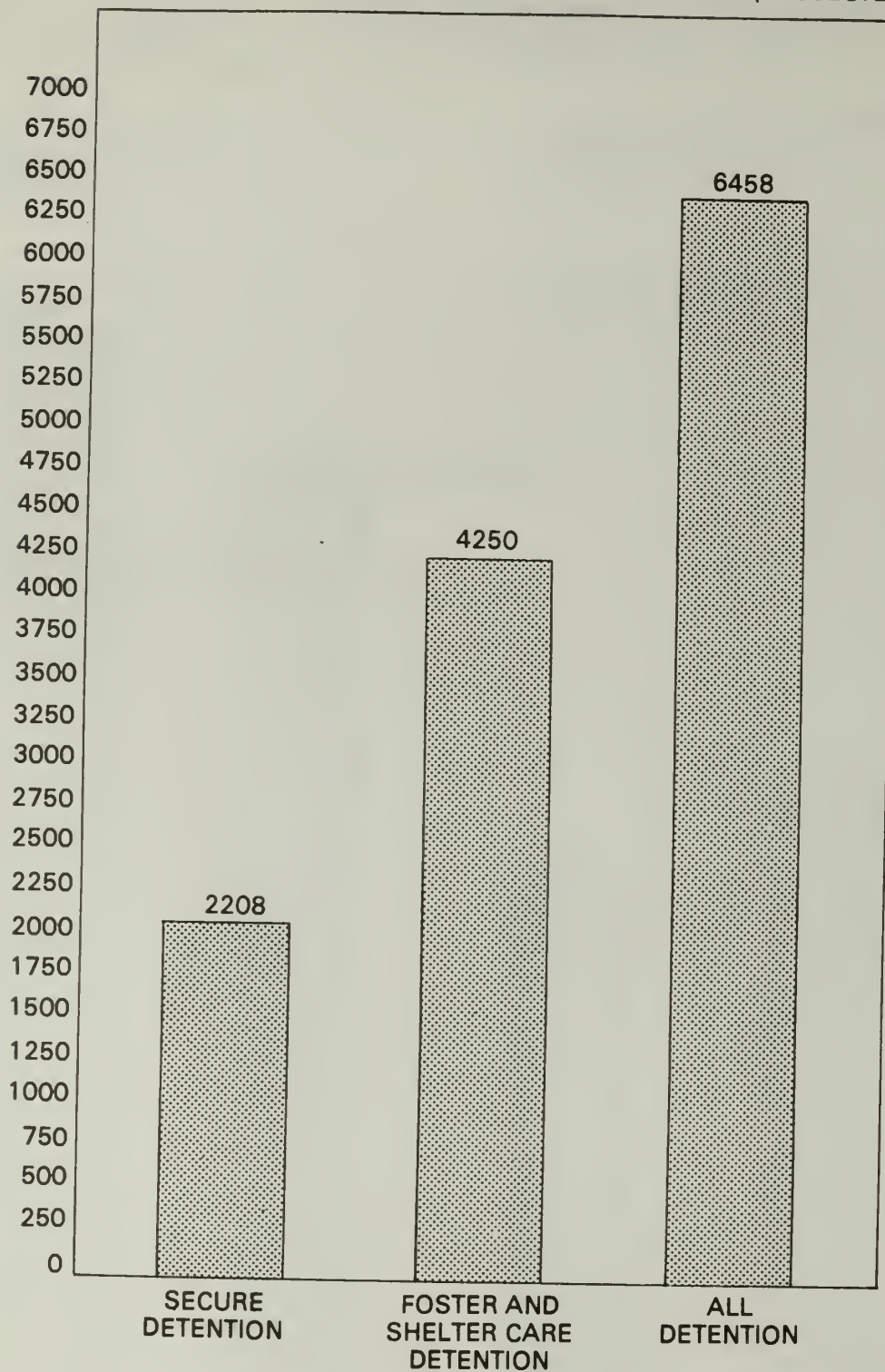
Stephen L. French Forestry Camp
Box F, Nickerson State Park
Brewster, MA. 02631

APPENDIX D
ANNUAL SLOT USAGE
FISCAL YEAR 1977

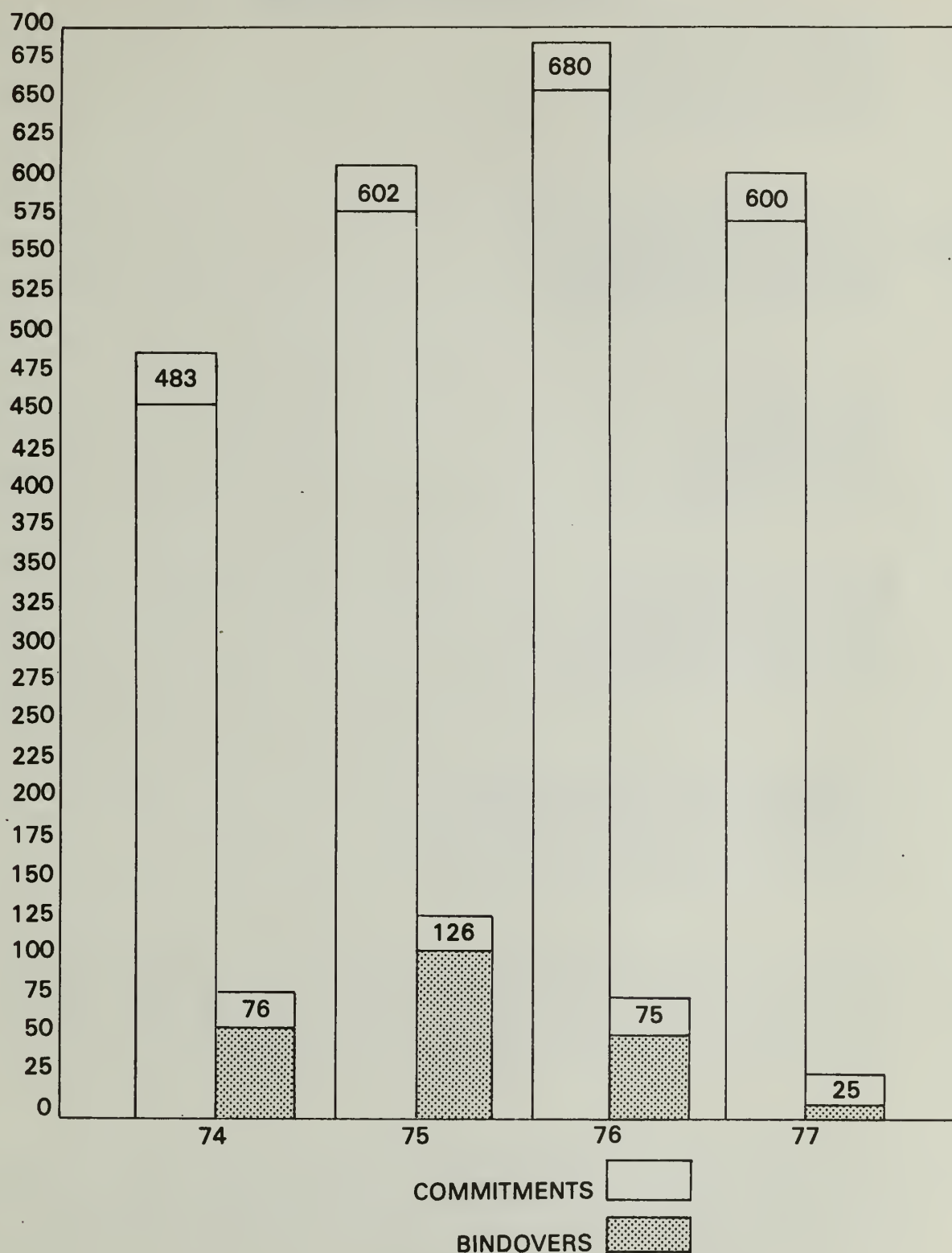


*Includes Secure Care

APPENDIX E
TOTAL NUMBER OF DETAINED CHILDREN IN FY '78 — (PROJECTED)


























APPENDIX F
TOTAL NUMBER OF COMMITMENTS AND BINDOVERS*

































*Bindovers refer to calendar years.

APPENDIX G
NUMBER OF CHILDREN SERVED IN AN AVERAGE DAY
IN SEVEN CATEGORIES OF CARE















SECURE
DETENTION

77	      
78	       
79	       










FOSTER AND
SHELTER CARE
DETENTION

77	         
78	         
79	         







































SECURE
TREATMENT

77	  
78	    
79	     


GROUP
CARE

77	       
78	         
79	        






























































































FOSTER
CARE


77	           
78	            
79	            

NON-RESI-
DENTIAL

77	                           
78	                       
79	                       

CASEWORK
SERVICES
ONLY

77	                              
78	                              
79	                              

 = 20 children

